

# Law Enforcement News

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## Classrooms without walls:

### Field-training efforts get NIJ's 'attaboy'

While police academies have traditionally provided recruits with the basic skills necessary to be patrol officers, an increasing number of departments are finding that a better police officer can be produced by supplementing academy training with some on-the-job instruction as part of an organized field training program.

A recent study by the National Institute of Justice indicated that field training can "play a significant role in teaching new officers how to handle themselves effectively on the street." Exposure to actual street experience and accompanying patrol situations helps recruits apply principles they have learned in the classroom to live situations, the study noted.

Field-training programs are relatively new, with 66 percent of the agencies surveyed in the institute's study reporting their program to be less than 10 years old.

The earliest program — and clearly the model for many other departments — was established by the San Jose Police Department in 1972 as a result of a traffic

accident involving an on-duty San Jose recruit who was negligently operating a vehicle. A passenger in the other vehicle was killed and the recruit was seriously injured. A review of personnel records revealed serious inadequacies in the department's training and evaluation procedures.

Fifty-eight percent of the agencies that have field-training programs indicated they based their efforts on San Jose's. A highly structured program, the entire 14-week process in San Jose is controlled by the police department through the use of standardized lesson plans and training guides and through departmental policies which insure that each recruit is getting the same opportunity to succeed.

The patrol division is in charge of the program in San Jose. A six-officer team made up entirely of field training officers (FTO's) and their sergeants conduct the training. The teams work only in sections of the city which have been designated as places that will provide the best opportunity to introduce recruits to a "cross section of police work."

The recruits, who receive a com-

bination of classroom and practical skills instruction in addition to on-the-job training, are evaluated daily by the FTO's and weekly by the sergeants. In the final two weeks of training, the training officer rides in plainclothes with the recruit and if the recruit's performance is satisfactory, he is allowed to work a beat alone. If not, the recruit is given remedial help in the areas he is weakest and is reevaluated at a later date.

In addition to the San Jose department, three police agencies were scrutinized in the NIJ study: Newport News, Va., Flagstaff, Ariz., and Largo, Fla.

Flagstaff's seven-year-old program incorporates many of San Jose's methods, including daily evaluations and the standardization of training. Flagstaff, however, has only 59 sworn officers, and only about five recruits a year undergo field training.

All FTO's are assigned to

patrol squads and work in all areas of the city. Patrol sergeants are expected to assume the role of field training supervisors when recruits are assigned to their squads for training. Within an 11-week period, each recruit works with three field training officers and is evaluated daily. Sergeants evaluate the recruits weekly and after nine weeks, a corporal evaluates the recruit for two weeks.

The program has been modified in the past seven years — getting even stricter, according to Lieut. Robert White. Notwithstanding the stringent training demands, however, in the last five or six years the agency has only lost two or three people. "We're so darn picky about who we hire we've never had anybody who has not made it through the academy," White said.

After the recruits have made it through the academy, said White, it really is just a matter of their

wanting to work for the Flagstaff police. But some do wash out. "Some come with an attitude that isn't conducive to our department and some may fail because of something else they've done during field training," he said.

But field training has made a big difference in the type of officer being turned out, said White. The most important part, he said, is making sure everyone is keeping on top of it. "An officer has to know what his responsibilities are, what the sergeant's responsibilities are and it really is on a daily basis."

Currently, the Flagstaff field training program has three recruits going through the process. By the time the training is finished, the department will have a huge folder on each one said White.

During the final week of field training, the recruit is sent to the Criminal Investigations Section

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### Unity is strength, as recruiters for East Coast departments learn

Much the same way that a high school guidance counselor can pinpoint for a student which college would best suit his interests, a two-and-a-half-year-old organization is helping would-be police officers find the police department that would be most likely to accept them.

The Eastern Region Police Recruiters Association began with six recruiters from the Howard County, Md., Police Department, the Maryland State Police, the Pennsylvania State Police, the Baltimore County Police, the Delaware State Police and the Fairfax, Va., Police. The recruiters had initially gotten together for a brainstorming session on recruiting problems.

What they discovered was that there is a critical need for better training for police recruiters. The association's chairman, Howard County Officer Frank Dawson, said that while there is training for all sorts of police duties, very little time is put into the training of recruiters.

In August 1985, the fledgling organization held a seminar at which the director of personnel for IBM in Baltimore spoke to recruiters on methods used by large corporations to recruit personnel. The Federal Bureau of Investigation also held a workshop in applicant investigation. "At that time, the membership was sort of informal. Other departments just sort of joined us," said Dawson.

Since that time, the association has grown into a sprawling network encompassing police departments in 11 states from Florida to Vermont. At last count, the association had a membership of 228 police officers.

There were several reasons for forming the organization, said Dawson. "We wanted a network of information. We notified each other of prime spots for recruiting — different job fairs at colleges and military installations. The second purpose was to use each other as an exchange for ideas, if you had a particular problem that you had come up with, you could call somebody else who maybe had had the same problem and could help you get through it."

Dawson said the association also performs a service which, to his knowledge, is not offered by any other organization. The association runs a referral service for applicants whose qualifications may not suit the particular department to which they are applying.

In the past year the association has developed a computer file with a listing of every department that belongs. "We enter their minimum entry requirements" such as oral examinations, background checks, medicals, polygraphs any other test the department might give including the minimum vision the department will accept, both corrected and uncorrected.

"If an applicant comes to the

Maryland State Police and he can't meet their visual requirement, the Maryland State Police recruiter has a list of those departments that belong," said Dawson. The recruiter will give the applicant the name of a department and of the recruiter to contact. "I might be the first department he sends the applicant to," he said. "My vision requirement is 20/100 corrected to 20/20, so he would fit mine. If he wanted to work in Delaware, we might send him to Wilmington."

The association also contacts a targeted police recruiter to notify him of the applicant. "It really works," said Dawson.

The organization is new, however, and to some departments it has yet to prove itself. "The organization needs to develop before the network really becomes functional," said Lieut. Roy Gates of the Burlington, Vt., Police Department. But, he conceded, all police departments have the same needs and networking can definitely reduce duplication in police recruiting.

In addition to police recruiters, the association also counts among its members applicant investigators who operate within the network much the same way as recruiters do. If, for instance, an applicant from the Howard County area has applied to a department in New York, a member of the association could be called upon to do the investiga-

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## Message from the editor

As a new publishing year gets underway for *Law Enforcement News*, regular readers may be struck — pleasantly so, we hope — by several changes that have been built into *LEN* starting with this first issue of Volume XIII.

The first such change is a subtle one, involving the numbering system for each issue. We have abandoned our old approach of numbering the issues within each volume from one to 22, then recycling the numbers with the start of a new volume. The masthead to this issue now proclaims "Vol. XIII, No. 240," thus marking the 240th issue of *LEN* since we began publishing in 1975. It's both a tip of the hat to what we see as a 12-year record of publishing success and a way of numbering issues that, in the long run, will make things much easier for the researcher, the archivist or any casual reader who has ever sought a hard-to-find back issue.

Two other changes appear in the form of new *Law Enforcement News* features. The first, "Federal File," will appear regularly on page 3 and will offer a roundup of capsule news items from the nation's capital. Whether the action is taking place in Congress, the Justice Department, the White House or an obscure regulatory agency, you'll find it in "Federal File."

And, on page 5 of this issue, just opposite our regular "People & Places" page, you'll find our new personality feature "On The Line." This column, which will appear from time to time during the year, will give us a chance to acquaint you with the many officers who toil, often in obscurity, in the lower ranks of police agencies. We'll be on the lookout for achievers, the off-beat, the cops whose jobs, lives or beats make them a cut above the norm. We're looking for the officers whose labors may be unsung, but who do their share — and more — to keep streets, alleys, parks and wide-open spaces safe, secure and comfortable. In this issue, you'll meet Officer Gary Moskowitz of the New York City Police Department, a dedicated social activist who is one of just two orthodox Jews in the NYPD. A fascinating character, just like all the people you'll be meeting in "On The Line."

Stay with us through the new year. You'll like what you see.

# Around the Nation

## Northeast

**MAINE** — The state opened a new \$1-million crime laboratory in Augusta last month.

**MARYLAND** — The Black Police Officers Association of Prince George's County withdrew a discrimination complaint last month after police and county officials agreed on changes in the police department's promotion policies. Under the changes, seniority is no longer a consideration for promotion, and officials agreed to place more importance on oral and written exams and less emphasis on job-performance appraisals in evaluating officers for promotion.

**NEW JERSEY** — After five weeks of testimony by 67 witnesses, the prosecution rested its case Dec. 20 against two avowed revolutionaries charged with murdering a state trooper. The defendants, Thomas Manning and Richard Williams, are accused of killing Trooper Philip J. Lamomaco during a traffic stop on Interstate 80 on Dec. 21, 1981. Manning claims he killed Lamomaco in self-defense. Williams maintains that he was not at the scene of the killing.

**NEW YORK** — The New York Police Department's chief of patrol, Robert Colangelo, has been named chief of detectives, succeeding Richard J. Nicastro, who stepped down from the glamorous post on Dec. 31 after having reached the department's mandatory retirement age of 63. Colangelo, 56, will be succeeded as chief of patrol by Assistant Chief John McCabe, 61, a 40-year veteran. The department also named a new chief of personnel, Assistant Chief Anthony

Voelker, 58. He replaces James J. P. Trainor, who left after 21 years on the job for a private security position.

## Southeast

**FLORIDA** — The Guardian Angels safety patrol began patrolling malls and parking lots in Tampa last month after a series of crimes, including the abduction of two women.

The Florida Department of Law Enforcement has awarded a \$21.7-million contract to De La Rue Printrak of Anaheim, Calif., for the phased five-year purchase of De La Rue's sophisticated Automated Fingerprint Identification System. The system is expected to be fully operational by the end of 1987.

**TENNESSEE** — The Nashville Police Department last month buried Ingo, the first of the department's police dogs to be killed in the line of duty. The five-year-old German shepherd died of a bullet wound to the head after leaping in front of his handler, Officer Allen Herald, during a confrontation with a cornered bank robbery suspect.

## Midwest

**INDIANA** — State Rep. Robert Alderman has filed a bill to raise the speed limit on Interstate highways in the state to 65 miles per hour, effective this year.

**MICHIGAN** — The Grand Rapids Police Department last month announced a mandatory drug-testing program for civilian personnel with access to nar-

cotics. The program was unveiled in the wake of an admission by a department chemist that he took cocaine from the crime laboratory for his personal use. Police Chief William Hegarty said the program, intended to "prevent a problem before it occurs," would include announced and surprise drug tests for lab chemists and technicians. Members of the vice squad volunteered more than a year ago to submit to random drug tests.

A new gun law in Detroit imposes an automatic jail term of at least 30 days for anyone convicted of carrying a firearm without a permit. Mayor Coleman Young said he signed the law despite misgivings that it may be "little more than a fig leaf covering only the briefest portion of a very complex and very serious problem."

**OHIO** — Stark County officials have unveiled a plan to establish a countywide 911 emergency service telephone network. The nerve center of the enhanced 911 system will be in the county's Safety Building in Canton.

## Plains States

**MINNESOTA** — With approval of the 1987 budget by the Minneapolis City Council, the police department will launch a program known as S.A.F.E. (Safety for Everyone), which will entail the expansion of the existing community crime prevention staff and the assignment of 12 officers — one for each of 12 newly remapped police districts — to the S.A.F.E. program by September. The program, still in its developmental stage, is designed to reduce any undesirable conditions residents perceive in their neighborhoods.

## Southwest

**ARIZONA** — Mohave County Sheriff Joe Bonzelet failed last month in an attempt to have more than \$400,000 in budget cuts restored to his department, when Superior Court Judge Marilyn Riddel dismissed a lawsuit filed by the sheriff against his county Board of Supervisors. Bonzelet's budget was cut by the board last fall from \$1.6 million to \$1.2 million after it became evident that the county's projected overall spending levels would have resulted in a deficit, in violation of state law. Judge Riddel said the sheriff failed to demonstrate that the board acted unreasonably in making the cuts.

Tombstone Mayor Alex Gradillas has restricted access to the town's police computer system after it was learned that a police officer unofficially obtained information on city residents from the data bank. Under the new guidelines, only the police system-security officer and the police chief will have access to the computer keyboard. Police officers will be able to get information through their car radios, but will not be able to use the computer themselves.

**COLORADO** — A Denver patrolman was killed in a shootout with a robbery suspect Dec. 12, bringing to 12 the number of Colorado

law-enforcement officers shot in the line of duty in 1986.

**NEW MEXICO** — Shoplifting in Taos rose more than 300 percent in a one-year period, according to Police Chief Jose Lucero. There were 80 reported cases from July 1984 to June 1985, and 245 in 1985-86.

## Far West

**CALIFORNIA** — The Los Angeles County District Attorney has launched a major investigation into the use of excessive force by officers of the Huntington Park Police Department, after two former officers were charged in the stun-gun torture of a suspect in the back of a patrol car. District Attorney Ira Reiner, in announcing plans to investigate the police department's policies, operating methods and patterns of brutality, called the police agency an "embarrassment to all of law enforcement."

The San Diego Police Department has abandoned its restraint policy in the wake of public furor over the arrest of a black man who was arrested for walking a dog without a leash and was then yoked by a rope to a mounted officer's saddle and led through neighborhood streets on his way to the police station.

## FBI nets 10 big fish in best fugitive haul since '77

With the arrest of Joseph William Dougherty on Dec. 18, the Federal Bureau of Investigation brought to 10 the number of most-wanted fugitives apprehended by the bureau last year — the biggest fugitive haul since 1977.

Dougherty, wanted for bank robbery, conspiracy, assault on a Federal officer and theft of government property, was captured without incident in Antioch, Calif.

FBI spokesman Susan Schnitzer said the bureau's success last year in hunting fugitives can be attributed to greater citizen cooperation and the increased use of electronic surveillance. Two of the 10 arrests came about because citizens had recognized the criminals.

Suspects often go unnoticed despite post office photos. Arthur Thompson, for example, lived next door to Thomas Manning in Norfolk, Va., for six months. Manning, one of last year's most-wanted fugitives, was sought in connection with the murder of a New Jersey state trooper. Mann-

ing's trial is currently in progress.

"I never looked at the wanted posters before and I haven't looked at them since," Thompson said, adding that if another fugitive were to move next door, "I wouldn't know it until they came to take him away."

Assistant FBI Director William Baker said that over the past few years, the bureau has tried to change its approach and concentrate on those fugitives who are truly dangerous.

"In the beginning it was mostly bank robbers, then in the 60's there were a lot of radicals placed on the list. Now we're looking for those fugitives who pose a real danger to society, such as serial murderers," he said.

Baker says the "mobility" of society in recent years has been a factor in both the drop-off in arrests and limited citizen participation in tipping off the bureau to fugitives' whereabouts. "There is less stability in the neighborhood," Baker told the Associated Press. "People may not know their next-door neighbor the way they used to."

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# Pay hikes, career plan due for Atlanta cops

Atlanta Mayor Andrew Young and the city's police union have agreed to a plan to increase officers' salaries by 12.5 percent over a two-year period.

The pay hikes represent half the increase sought by the International Brotherhood of Police Officers, and officials said that even the raise proposed by the union would have kept the department well behind other major cities in terms of police pay.

Officers are to receive an immediate increase of 8.25 percent and then an additional 4.25 percent on the 1988 anniversary of the first increase. Starting salaries would jump to about \$22,000 for officers with a four-year college degree, and 4 percent less for officers with a two-year degree, according to Marc Lawson, one of three IBPO chapter presidents.

While Lawson maintains that a 25-percent increase would still not have brought Atlanta police salaries up to those in other major cities, under the "prevailing circumstances" the union was willing to accept half that amount. "It will meet the immediate need but it just won't be enough down the road," he said.

Lawson conceded that a 25-percent hike in pay is "an awful lot," but the city police, he said, are that far behind.

"We've been overlooked in

terms of salary increases except for basic cost-of-living increases for several years," Lawson said. "Our 25 percent would have been what the other people are getting in terms of 8 and 10 percent on a regular basis."

Lawson said the IBPO is willing to work with the public safety department and the city to "accommodate the increases there will be in the future."

Pat Glisson, the city's finance director, said an expected loss of \$8 million in Federal funds has put the city in a fiscal bind for 1987. In addition, said Glisson, city revenue from sales taxes increased at a much slower rate in 1986 than in previous years. The city is expecting only \$249 million in revenues next year, compared to a budget that is expected to total approximately \$267 million, according to Glisson's office.

The number of police officers in Atlanta has dropped to its lowest point since 1979, while reports of major crime in the city have increased. In the first quarter of 1986, reports of major crime increased by 12 percent. The number of police officers has dropped down to 1,187 this year, compared to 1,274 last year and 1,338 in 1981.

It has been suggested that the department is losing some of its more experienced officers to suburban departments that offer

better pay and benefits.

In the meantime, the IBPO contends that establishing a career-development plan for police officers is the surest way of achieving competitive salaries. "By virtue of that," said Lawson, "we will be able to present to the citizenry, and to the city government, an argument for monitoring our work where they could tell what productivity we provide to the city and what value we provide" as well as establishing a "measuring tool" and monitoring mechanism to control that productivity.

From that standpoint, Lawson said, the union will be able to justify an adequate salary struc-

ture — "one that's comparable to other major cities."

Lawson said the police bureau currently has no "set" promotional process, only a basic ranking structure. The union wants to establish gradations which would be based on performance. "Officers will know exactly what they have to do to achieve specific steps," said Lawson. "But those steps will work both ways — up and down."

At best, Lawson said, the research for such a career-development plan will take about a year.

It is hoped that a career-development program will also help to eliminate the promotional

problems which have plagued the department. In 1985, a promotional exam for sergeants and lieutenants was scrapped — amid considerable outcry — on the grounds of alleged racial bias. Between 1975 and 1980, Lawson said, the department could neither hire nor promote.

The career-development plan, Lawson maintained, "is one way where you could either compensate or place the various officers at different levels — and only by merit — so that you not only would have a promotional tool, you wouldn't have to draw from a sweepstakes where a large pool of officers compete for a small number of positions."

## Researcher eyes potential danger to cops from microwave radiation in radar units

A California electronics firm is growing concerned that prolonged exposure to police radar devices may lead to a host of serious medical problems.

James Tunnell, vice president and chief technical officer for Silicron Technologies Inc., said traffic radar devices emit the same microwave radiation that a microwave oven does. But while Federal law requires adequate shielding conditions to protect the operator of a microwave oven,

said Tunnell, shielding is not required for traffic radar, thus putting police officers at substantial risk.

Tunnell said the transparent tissues of the eye, the testes and the central nervous system are all highly sensitive to the thermal effects of electromagnetic radiation. Even in small doses the electromagnetic radiation could raise the temperature in the lens of the eye. The increased heat, he said, inhibits the "processes of cell division and differentiation in the lens of the eyeball" and could cause cataracts.

Elevated temperature in the testes could cause them to produce less androgen, possibly leading to sterility.

Tunnell said that morphological and biochemical changes in the blood, functional disturbances of endocrine glands, dysfunctions of the alimentary tract, suppression of immunological mechanisms and sterility have all been described by physicians and traced back to microwave radiation.

"We have police officers who are being examined by ophthalmologists connected with the Stanford Research Institute and other medical institutions and it has been confirmed that they have microwave injury," he said.

One officer had been exposed to radar on his job for five years when it was determined he had eye problems, Tunnell recalled. An optometrist prescribed reading glasses, but the officer's vision was still not as sharp as it should have been. In addition, the officer developed symptoms such as buzzing noises in his head, headaches, drowsiness and insomnia. He also developed a problem with his peripheral vision, said Tunnell, an early sign of cataracts.

Silicron Technologies has only been able to contact 26 officers from around the country who have used radar devices and complained of illness, Tunnell contends that many officers are reluctant to complain to superiors about these symptoms.

In a letter to Tunnell, one of

ficer wrote: "As an 18-year veteran law enforcement officer now retired, I can recall many instances when officers using radar devices did complain of headaches or dizziness. Most incidents were never reported for fear of reprisals such as a visit to the police surgeon or grounding."

Tunnell charged that manufacturers of radar devices have failed to inform users of the cumulative dangers of microwave radiation. "The manufacturers have [said] there is no problem with microwave exposure from their devices," he said. "My answer to that is 'prove it.' There is no documentation at all at any level they have offered to us or that we have been able to locate that indicates they've done one iota of testing of microwave radiation devices."

Decatur Electronics and Kustom Quality Electronics, two radar-equipment manufacturers, do not do any testing themselves but rather rely on research conducted by the Army, General Electric, the U.S. Bureau of Radiological Health and the American National Standards Institute.

Chuck Apchison, sales manager for Decatur Electronics, contended that there has been exhaustive research done by the armed forces on microwave radiation. "Radiation from radar would be the equivalent of watching a 13-inch television screen from 30 feet away," he said.

Apchison conceded that, to his knowledge, no company had done its own research on the effects of radar.

John Kusek, vice president of research and development for Kustom Quality Electronics, stated categorically that the "overwhelming majority of scientific evidence and opinion as well as historical experience suggest that traffic radar poses no risk to the operator."

An operator could turn the radar device on and carry it 24 hours a day and there is no evidence that that would be harmful over the long term or the short term, he said.

## Federal File



A roundup of criminal justice-related activities within the Federal Government.

### National Bureau of Standards

• A standard format for exchanging fingerprint information between different manufacturers' systems — developed by the NBS Institute for Computer Sciences and Technology — has been approved by the American National Standards Institute. The standard format was developed in response to the increasing use by law-enforcement agencies of automated systems to scan and digitize fingerprint images, and compare sets of data to obtain a match.

### Houae Judiciary Committee

• According to Rep. Bill Hughes (D-N.J.), chairman of the Judiciary Subcommittee on Crime, one of the first items on the subcommittee's agenda during the 100th Congress will be legislation to control firearms that can defeat metallic and X-ray screening devices and be smuggled aboard airplanes by would-be hijackers. During the last Congress, the subcommittee on crime conducted an inquiry into state-of-the-art weapons made of plastics and other non-metallic materials. Said Hughes, "It may be that non-metallic firearms can be made detectable rather than banned, such as by adding 'signature' items to their composition."

### U.S. Supreme Court

• The Court last month agreed to decide whether Congress can withhold highway construction funds from states that fail to adopt a minimum drinking age of 21. The case stems from a suit filed

by South Dakota against the Federal Government, arguing that the 1984 law that links highway funds to the drinking age was an infringement on the states' powers to regulate liquor sales. The Justice Department's brief in the case contends that the law was well within the power of Congress to attach conditions to Federal grants to the states.

• The Supreme Court also agreed to decide whether a person charged with sexually abusing a child must be permitted to attend pretrial hearings in which the child is questioned. The Kentucky attorney general argued that if the Supreme Court upholds a lower court's ruling that threw out a sodomy conviction, it could lead to increased "traumatization and intimidation of child victims by the criminal justice system."

### National Institute of Justice

• A report issued by the institute on Dec. 14 says numerous police departments are unprepared to deal with an officer's death and the "devastating impact" it has on survivors. The report, based on a study done for NIJ by Concerns of Police Survivors (COPS), said that nearly 60 percent of the surviving spouses of slain police officers developed post-traumatic stress disorder. Sixty-seven percent of the 188 police departments surveyed were found to lack formal policies regarding an officer's death. (Copies of the report, "Line-of-Duty Deaths: Survivor and Departmental Responses," are available from the National Criminal Justice Reference Service, Box 6000, Rockville, MD 20850.)

# People and Places

## Experience counts

It's not that some people don't know when to quit, it's just that some people can't when they want to.

Take the case of Kenneth Jahnke, a 21-year veteran of the Arlington Heights, Ill., Police Auxiliary Force. Jahnke, the most senior member of the volunteer force, thinks it is time to turn in his badge and retire, but each time he tries, he says, "They tell me to turn it in at the next meeting."

By day an electrician with the Chicago Board of Education, by night Jahnke carries a gun, wears a uniform, rides in a squad car and is a sworn police officer. Jahnke and a dozen or so other volunteers meet bimonthly and spend at least 12 hours on the road each month, responding to minor traffic accidents, working at parades and checking the homes of vacationing residents.

"We're another pair of eyes, another body," said Jahnke. "We don't want to cut the regular police officers out of their livelihood. They're professionals."

Since the local police department gun club was turned into an auxiliary police force in 1965, about the only significant change Jahnke can point to has been the influx of younger members who are using the auxiliary force as a stepping stone to a full-time career with a police department.

## You can go home

Harvard University professor James Q. Wilson, a native Californian, will be leaving Cambridge, Mass., for the Golden State later this year to join the faculty of the University of California at Los Angeles.

Wilson, whose theories and writings on crime and public policy have had a significant impact on law enforcement, has held a joint tenured appointment at both universities for the past two years. After 25 years at Harvard, Wilson said he and his wife, Roberta, will be returning to California primarily for personal reasons.

"It's hard to leave Harvard," Wilson said. "[It is] wrenching to

leave that intellectual environment."

Wilson, a native of Long Beach, Calif., said that two years ago he knew he would have to make a decision as to which school he wanted to make his full-time employer. "We decided we liked UCLA," he said. "We like living in California."

Wilson will become Collins Professor of Management at UCLA's Graduate School of Management, and will also hold an appointment in political science.

During the 1970's, Wilson, a scholar of American politics, bureaucracy and government regulation, became a leading voice in the development of new social attitudes toward crime.

His writings, which stressed the limits of rehabilitation and effectiveness of punishment, found broad support among conservatives.

Wilson has written or cowritten nine books and edited five others. Among them are "Crime and Human Nature," published in 1985, and "Thinking About Crime." "Crime and Human Nature," cowritten with Harvard psychologist Richard Herrnstein, focused on the influence biological factors have on criminal behavior.

While Wilson said he had no problems with Harvard as far as its intellectual caliber went, he was disappointed by the "sharp decline in the number of graduate students" seeking doctorates in political science and American politics.

Wilson turned down an offer to affiliate himself with Harvard's John F. Kennedy School of Government. "My interest in government is intellectual," he said. "I'm not interested in learning to be a government manager or public policy analyst."

## Roll 'em

It might be an overstatement to say that Savannah, Ga., Police Chief David Gellatly's star is rising, but it is indisputably rare that a non-actor gets to make his cinematic debut along side such distinguished screen personages as Don Ameche and George C. Scott.

Gellatly, who now likes to be known by the nickname "One Take," and 12 other local police officers played bit parts in the CBS-TV film "Pals," which was shot recently in the coastal city.

"I got my part right the first time," Gellatly said proudly — hence the nickname. "All it took was a firm, authoritative voice."

The line that may bring cinematic immortality? "All right men, let's move in."

## Two wrongs make a right

Motorist Charlea Jacoba of Belleville, Ill., beat the system with its own rules last month when Jacobs, charged with driving 48 miles per hour in a 30-mph zone, proved in court that the traffic regulations and sign were not statutorily up to snuff.

"I'm kind of an analytical person," said Jacobs, a 58-year-old electrical engineer. "I did not notice the sign. So I tried to analyze why I did not notice the sign."

After some careful checking in the state manual on traffic control devices and a perusal of the Illinois motor-vehicle code, Jacobs found the traffic sign in question had broken some rules.

For one thing, the sign was smaller than 24-by-30 inches. The speed limit, Jacobs discovered, dropped by more than 10 miles per hour in one step and there was no reduced speed warning sign posted outside of town.

Jacobs was acquitted by Judge Michael O'Malley, who conceded, "some of it was stuff even I didn't know."

O'Malley, who handles hundreds of traffic cases, sent Jacobs' data along to town officials.

## In with the new

While Jamea O'Grady, the newly elected sheriff of Cook County, Ill., gears up to meet the challenge of restoring "professionalism" to a much maligned department, the defeated former sheriff, Richard Elrod, is gearing up for a challenge of his own — a career change after 16 years in office.

O'Grady's swearing-in at the Cook County boardroom last month was a standing-room-only affair. After 13 months of tough, sometimes bitter campaigning, O'Grady said it was the first time he had felt a bit nervous. In fact, Gov. James Thompson, who shared the dais with County Board president George Dunne, Chicago Police Superintendent Fred Rice, O'Grady's family and others, said he felt "goose bumps" over the crowd's enthusiasm.

O'Grady is the first Republican to be elected to a county office in over a decade. "Now he has to do what he said he would do, or at least most of it," said Thompson. "Now he's in the hot seat."

Elrod, meanwhile, will be join-

ing the staff of Illinois Attorney General Neil Hartigan as a senior assistant attorney general specializing in advocacy for crime victims, veterans, the disabled and the elderly. His salary will be \$50,000 to \$55,000, compared to his sheriff's salary of \$65,000.

There is no point in looking back and trying to analyze where or why an election was lost, said Elrod. "Campaigns are about one thing: winning. Nice guys finish second and third."

Meanwhile, in the winner's circle, O'Grady has already announced the transfers and resignations of key officials and has made appointments to several top positions.

Jamea Dvorak, a veteran Chicago police officer, was named undersheriff, while Neil C. Sullivan, O'Grady's former administrative aide and a member of the police department, has been appointed chief deputy sheriff.

In addition, O'Grady appointed Jamea Walab as acting chief of the sheriff's police.

O'Grady said he also plans to evaluate the department's 990 part-time deputies "as soon as we can find payroll records to see if any of them have ever worked."

## Sheer intelligence

The FBI's New York field office may have a new director, but the bureau's largest office will be holding fast to the priorities spelled out by its last director, namely counter-intelligence and organized crime.

Thomas L. Sheer, who replaced former assistant FBI director John L. Hogan as the New York branch chief on December 4, said that counter-intelligence will continue to be the "top priority" of the office because of New York City's large population of diplomats from countries deemed hostile to the United States.

"There are roughly 4,000 of what we consider hostile-nation diplomats in New York City, and of that, probably one third are intelligence officers," Sheer noted.

Sheer, 49, a former first lieutenant in the Marine Corps, began his 25-year career with the FBI as a New York-based agent. He later worked at the New York office as a supervisor, as head of the criminal division and as assistant deputy director. He has also served in various capacities in New Haven, Denver, Philadelphia and with the bureau's internal affairs section in Washington.

In addition to the emphasis on counter-intelligence, Sheer will continue to target organized crime saying that the Mafia was "just not going to survive" under increased pressure from the Federal Government.

While counter-intelligence and organized crime will be the office's primary concerns, Sheer said that other priorities will in-

clude white-collar crime, general property crime and terrorism.

## Of black and white

Dr. Carl C. Bell, a clinical psychologist at the University of Illinois, is on a crusade, and the t-shirt he wears says it all: "Stop Black-on-Black Murder," the shirt reads.

Bell's campaign, which he has taken to cities around the U.S., is spurred by the fact that homicide is the number-one cause of death among black American males between the ages of 15 and 44, claiming some 10,000 lives each year.

Black U.S. males stand a 1-in-21 chance of being murdered, compared to a 1-in-131 chance for white males, and blacks, Bell says, incorrectly believe that crime is only in the streets.

"More men send their women to the emergency room for treatment than all the rapes, muggings and car accidents combined," he said.

Among Bell's proposed remedies for the black-on-black homicide epidemic are increased attention to the problems of domestic violence; curbing teenage alcoholism, and setting curfews for young people and fining parents for their children's violations.

And, Bell notes, professionals such as doctors need to become "community professionals" who do more than ply their trade in an office. "We have got to go out into our community and set the solution," he implores.

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## What They Are Saying

"[Radar] manufacturers have said there is no problem with microwave exposure from their devices. My answer is 'prove it.'"

James Tunnell, chief technical officer of Silicron Technologies Inc., on the potential health hazards to officers from traffic radar units (3:5)

The beeper went off and the tall, handsome cop lifted himself out of the chair, and, reaching for the phone across a reporter's desk, flashed an embarrassed grin as if to say, "sorry, but people depend on me to solve problems, even at the most inconvenient times."

The problem turned out to be the whereabouts of some sports equipment needed for a community volleyball game that evening. The problem solver was Gary Moskowitz, a New York City police officer whose personal life bears a striking resemblance to a community bulletin board.

One of the first things one notices about Moskowitz is the skullcap he wears, even underneath his police cap. Moskowitz is an orthodox Jew, one of only two in a department that has more officers than most towns have people. His religious beliefs require him to wear the yarmulke and to refrain from work on Saturday, the Jewish sabbath. While Moskowitz said neither he nor the department have had to make any compromises because of his orthodoxy, his religion has sparked varied reactions from fellow officers.

"When something happens that's new, there are some people who are worried," he said. "They don't understand the ramifications of why I wear a yarmulke, why I don't work on Saturdays. They think I'm going to the beach or something."

Giving to charity and doing community service work are also tenets of Judaism, and they are guiding principles in Moskowitz's life. "I've always been involved as a volunteer," he said. "When I became a police officer it just gave me an extension to work with the community." Moskowitz has kept the contacts he made as a volunteer and as a social worker before joining the force in 1982. If his off-duty responsibilities require him to deal with family disputes or drug-abuse cases, it's his law-enforcement experience that allows him to do some follow-up work. "I'm able to make a proper referral because I have the contacts and the professional know-how already," he said. "The motivation comes from my upbringing."

Although on the force only four years, Moskowitz has already been assigned to undercover narcotics work and has put in some time with the Runaway Unit. And, at the tender age of 29, he is the founder and director of the National Association for the Jewish Poor, a nonprofit group established in 1979 to provide assistance and comfort to elderly Jews living in hardcore poverty areas of New York City. NAJP was founded almost by accident, Moskowitz concedes. He was working as youth director of the Great Neck Synagogue and wanted to get the program's teenagers involved in some sort of "social action." Having worked with the elderly previously as a high school student, Moskowitz heard there were some elderly Jews living in the South Bronx, one of the worst slums in the city.

"I couldn't believe there were Jewish people still living in the South Bronx," he said. "I went down there and did some investigating and I saw that there were dozens of people still there."

After trying to enlist the help of community councils and Jewish organizations, Moskowitz ultimately formed his own association. "I realized that this is not a phenomenon happening by itself, it's happening in Brownsville, in Harlem. The rule of thumb was that wherever Jewish people lived and left there was a residual population left behind."



## On The Line: A LEN profile

# Officer Gary Moskowitz

A social activist in the ranks of the New York City Police Department



From leading a helping hand (top) to teaching karate, it's all in a busy day's work for Gary Moskowitz.

Moskowitz organized squads of volunteers to make home visits and telephone reassurance calls, and to raise funds. He was even able to get 20 schools to offer credits to students volunteering in the organization.

Moskowitz has a way of making people believe in him and in his ideas — a talent that may come in handy when it comes time for his superiors at the department to consider the Senior Citizen Outreach Unit Team (SCOUT) program, a proposal Moskowitz has recently submitted. The program coordinates efforts between the NYPD and New York's social service agencies to aid elderly residents of impoverished neighborhoods.

There are those who would argue that canvassing neighborhoods for homebound elderly is not a police responsibility, but Moskowitz says personnel from the Department of Social Services are too scared to go into slums in East Harlem and other inner-city areas.

Initially, the SCOUT program would entail 12 officers and 1 supervisor whose responsibilities would include visiting 20 different senior citizens weekly, filing intelligence reports when necessary, attending regular, up-to-date training seminars by the coordinator and, most importantly, scouting out elderly citizens whose needs are not being met because social service agencies are simply unaware of their existence.

The SCOUT program is perhaps the best example of how Moskowitz has turned an abiding interest into an extension of his career. "I don't know how many police officers have outside interests which reflect their concerns for this society," said David Seidman, director of admissions at Touro College where Moskowitz has taught both social work and karate.

In light of the recent corruption scandal in the NYPD's 77th Precinct, Seidman said, it's very important to be able to look at a police officer and ask "what does he do in the rest of his life that indicates that he's not a cop just for the power but because he's interested in people."

A long-time student and instructor of the martial arts, Moskowitz is eminently capable of taking care of himself on the street. But crime-busting in the traditional sense has given way in the NYPD to an educated, more service-oriented cop, he said. The kind of police the NYPD seeks, especially in light of programs implemented by Police Commissioner Benjamin Ward, are those "trained in the social sciences, who have a feel for working with people."

A cop does not need to be 6-foot-4 and a karate expert, Moskowitz said. Rather he has to be able to listen to people. "You go on the scene of a dispute, you can't just take out your club and lock the guy away. You can talk it out."

Moskowitz and the NAJP have been the subject of numerous articles and news reports, and Moskowitz is not unaware of the fact that New York police brass are often wary of individual officers grabbing the spotlight.

But the publicity Moskowitz gets is the fruit of hard work and many years of service, much of it prior to becoming a cop. "I'm involved in community service work," he notes. "There is nothing I say or do that is going to hurt the department. On the contrary, it's going to compliment the police department."

## Calif. tests ignition interlock on cars of DUI offenders

Tough DUI laws passed by the California Legislature went into effect on Jan. 1, substantially raising the stakes for inebriated motorists.

As part of the state's new offensive on drunken driving, courts will be permitted to require the installation of an interlocking device on vehicles owned or operated by convicted DUI offenders. A breath-testing device is connected to the car's ignition system, preventing the car from starting if the driver has a measureable blood-alcohol con-

centration on his breath.

Tampering with the device, allowing a sober person to breathe into it in place of an intoxicated driver, or knowingly lending or renting a vehicle not equipped with the device to a driver on probation will constitute a misdemeanor — a more stringent punishment than California motorists are used to, said Kent Milton, a spokesman for the California Highway Patrol.

Most traffic offenses in California are now classified as infractions, he said, with fine of \$100.

"Most people in California would say the misdemeanor is a strong measure."

A pilot program using the interlocked breath-testing devices is currently being tested in four counties.

A much tougher measure is the change in the penal code which creates the felony offense of gross vehicular manslaughter while intoxicated. The maximum punishment for the crime is 10 years imprisonment.

The 1986 Legislature also upped the ante on a law passed in

1985 requiring drunken drivers involved in accidents to pay for the salaries of emergency-response workers and the equipment costs involved in responding to accidents. The \$500 ceiling specified in the original law was increased to \$1,000. Bills are sent only to drivers who have been convicted. If no payment is received within 60 days, the motorist is subject to legal action.

County alcohol abuse education and prevention programs will be enhanced with additional funds from a law that requires

any person convicted of driving under the influence to pay up to an additional \$50 on top of any other fines or penalties.

Other changes in the law include the confiscation and sale of the vehicle a convicted drunken driver used to inflict bodily injury. Also, the minimum probation for a repeat DUI offender has been changed from three years to five years. Drunken boat operation will be defined in the same terms as drunken driving, including a threshold of .10 percent blood-alcohol concentration.

# Study gives FTO programs a shot in the arm

Continued from Page 1

to become familiar with investigative procedures, including case preparation, use of evidence, grand jury procedures and other aspects of investigation.

The programs in both Largo, Fla., and Newport News, Va., were initiated by Darrel Stephens, the executive director of the Police Executive Research Forum and formerly chief of both departments.

Stephens maintains that field training helps recruits apply what they have learned in the police academy to real-life duty.

"The thing you are taught in the academy don't necessarily fit the scenarios you're presented with on the street," Stephens said. "No matter how hard you try in the academy, you're going to encounter things that don't fit or it's going to be a long time before you encounter the things you've been exposed to in the training."

Stephens said that to his knowledge, Largo's program is unlike any other field training effort. The recruits begin with a kind of "internship" process, with assignments to the investigative, administrative and traffic functions of the department.

Patrol skills are the last subject area the recruit learns. The

philosophy there, said Stephens, is that police officers are generalists and are expected to do a wide range of activities including community crime prevention, security surveys and a number of other things.

During the specialized phase, in the first six weeks of the program, recruits are evaluated weekly by a designated person within each unit.

After that, the next six-week segment is very much like San Jose's program, including daily evaluations by the training coordinator and training program guides. A Largo recruit, however, is assigned to only one FTO and works only one shift.

In the final week, called the "shadow phase," the recruits patrol an area alone while an FTO patrols an adjacent area. The recruit's performance is evaluated on the basis of his handling of the day-to-day aspects of a patrol officer's duties.

"Most recruits, when they come out of the police academy or training go directly to the street in uniform and ride with a field training officer," said Capt. John Walker, Largo's commander of patrol operations. What his department has done, he explained, is make going out on the street in uniform a goal that

recruits begin earning when they enter the field program.

"That's the culmination of the training," Walker said. "Consequently, when they are brought out of the academy after 12 weeks, they are brought into a very intensive training here in the organization and it begins, most importantly, with the philosophy of the organization."

Without the field training program, said Walker, there is no effective way of imparting the department's philosophy to new recruits. "You cannot expect someone to go out on the street and perform well unless the

organization has provided them with all of the skills necessary," he said. "I think that where we fall down in policing is that we put the demand on the individual to learn those things, whereas the organization should be supportive all the time."

The organization, said Walker, should define its expectations and provide recruits with the skills to meet them.

"Our overall goal is not to make them a super cop," he said. "What we want to be able to accomplish and assure is that when we send them out and they're released on their own, that they're

able to hold up their end of the obligation as far as working on the street, that we know they have the skills to do that and they can support all those people out there and they can depend on them."

The NIJ's study said field training programs appear to have reduced the number of civil liability complaints filed against law-enforcement agencies. "When you provide better training, there is less chance of being sued because you have an officer out there who is not making mistakes," said one Largo officer.

## East Coast police recruiters discover increased efficiency in unified efforts

Continued from Page 1

tion for the New York department, rather than investigators from New York having to travel to Maryland.

"It speeds up time," Dawson said.

One criterion the association does not deal with is drug history. Departmental standards on prior drug use vary widely, said Dawson, even within a single state. While some will hire applicants that have only experimented with drugs, others

will not touch an applicant with any drug experience.

"You're opening up a can of worms if you do that," Dawson said. "We don't even tell the applicant if there is going to be a drug screening."

The organization also stays away from big city departments, like the New York City Police Department. "It would be absolutely ludicrous, I wouldn't even think of calling up there. If I had an applicant from New York City, I would maybe contact the

New York State Police. I wouldn't want to bother them," he said.

Eventually, Dawson hopes to expand the association until it achieves autonomy from police departments. "I think we could be an applicant pool source," he said. "If an applicant contacted us, we could place them or put them in touch with a department as far as requirement, etc. We could be a sort of pre-screening agency."

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# Court says you can't run from restitution

"If you can't pay the fine, don't do the crime." That is the message that the U.S. Supreme



## Supreme Court Briefs

Jonah Triebwasser

Court has for minor villains who seek to run from restitution orders by using the shield of the Federal bankruptcy laws.

### Facts of the case

In 1980, Carolyn Robinson pleaded guilty to second-degree larceny, a charge based on her wrongful receipt of \$9,932.95 in welfare benefits from the Connecticut Department of Income Maintenance. On Nov. 14, 1980, the Connecticut Superior Court sentenced Robinson to a prison term of one to three years. The court suspended the sentence and placed Robinson on probation for five years. As a condition of the probation, Robinson was ordered to make restitution to the Connecticut Office of Adult Probation at the rate of \$100 per month, beginning Jan. 16, 1981, and continuing until the end of her probation.

On Feb. 5, 1981, Robinson filed a voluntary petition under

Chapter 7 of the Bankruptcy Code in the U.S. Bankruptcy Court for the District of Connecticut. That petition listed the restitution obligation as a debt. On Feb. 20, 1981, the Bankruptcy Court notified both the Connecticut welfare and probation agencies of Robinson's petition and informed them that April 27, 1981, was the deadline for filing objections to discharge. The agencies did not file proofs of claim or objections to discharge, apparently because they took the position that the bankruptcy would not affect the conditions of Robinson's probation. Thus the agencies did not participate in the distribution of Robinson's bankruptcy estate. On May 14, 1981, the Bankruptcy Court granted Robinson a discharge.

At the time Robinson received her discharge in bankruptcy, she had paid a mere \$450 in restitution. On May 20, 1981, her attorney wrote to the probation office, stating that he believed the discharge had altered the conditions of Robinson's probation, voiding the condition that she pay restitution. Robinson made no further payments.

The Connecticut probation office did not respond to this letter until February 1984, when it informed Robinson that it con-

sidered the obligation to pay restitution non-dischargeable. Robinson responded by filing an adversary proceeding in the Bankruptcy Court, seeking a declaration that the restitution obligation had been discharged, as well as an injunction to prevent the state's officials from forcing her to pay.

After a trial, the Bankruptcy Court entered a memorandum and proposed order concluding that the 1981 discharge in bankruptcy had not altered the conditions of Robinson's probation. The decision was reversed, however, by the U.S. Court of Appeals for the Second Circuit, which found that the restitution was "compensation for actual pecuniary loss" and was therefore as dischargeable as any common debt.

The U.S. Supreme Court granted the State's petition for a writ of certiorari.

### Looking to the language

In writing for the 7-to-2 majority in this, the first criminal justice decision of the 1986-87 term, Justice Lewis Powell noted that in this case the Court must consider the language of the Bankruptcy Act in light of the history of the Bankruptcy Court's deference to criminal

judgments and in light of the interests of the states in the unfettered administration of their criminal justice systems. "Courts traditionally have been reluctant to interpret Federal bankruptcy statutes to remit state criminal judgments," Justice Powell wrote. "For this case, it is important that excluded from the class of allowable debts [are] penalties owed to government entities."

The Court cited the specific section of the Bankruptcy Act that rules this case:

"Debts owing to the United States, a State, a county, a district, or a municipality as a penalty or forfeiture shall not be allowed, except for the amount of the pecuniary loss sustained by the act, transaction, or proceeding out of which the penalty or forfeiture arose."

In finding that Robinson's restitution was not merely "the amount of the pecuniary loss, sustained by the act" and thereafter sent to the individual victim (which would then be a debt discharged in a bankruptcy proceeding), Justice Powell wrote that:

"The criminal justice system is not operated primarily for the benefit of the victims, but for the benefit of society as a whole. Thus, it is concerned not only with punishing the offender, but also with rehabilitating him.

Although restitution does resemble a judgment 'for the benefit of the victim, the context in which it is imposed undermines that conclusion. The victim has no control over the amount of restitution awarded or over the decision to award restitution. Moreover, the decision to impose restitution generally does not turn on the victim's injury, but on the penal goals of the State and the situation of the defendant.

"Because criminal proceedings focus on the State's interests in rehabilitation and punishment, rather than the victim's desire for compensation, we conclude that restitution orders imposed in such proceedings operate 'for the benefit of' the State. Similarly, they are not assessed 'for... compensation' of the victim. The sentence following a criminal conviction necessarily considers the penal and rehabilitative interests of the State."

In a nutshell, the Court held categorically that those interests are sufficient to place restitution orders outside of the discharge shield of the bankruptcy laws.

Jonah Triebwasser is a former police officer and investigator who is now a trial attorney in government practice. He is a member of the Bar of the United States Supreme Court.

## Cooling off hot heads: an approach to preventing violence by teenagers

Can hot-headed teenagers be taught to control or channel their anger and to avoid violence?



## Burden's Beat

Ordway P. Burden

That's an open question, but preliminary assessments of a new high school course on violence prevention suggest that they can.

The 10-session course was developed by Dr. Deborah Prothrow-Stith, a physician and professor of internal medicine at Boston City Hospital, who specializes in teenage violence. The course is designed to give students the facts about violence and its consequences (the appalling rate of teenage homicide and assaults) and to change their attitudes about violent behavior.

Dr. Prothrow-Stith has taught the course for three years in health-education classes at Jeremiah E. Burke High School in Boston's inner city. She has found that students show significant changes in their knowledge and attitudes about violence, as measured by before- and after-course testing. "We're also making an attempt to look at behavior by counting the number of fights in the school," she said. "The principal has said they're down, but we don't have numbers yet."

"Another way we may look at it," she added, "is to survey those students who are seniors now and had the course previously and try to make a comparison between their behavior before and after."

At least some students believe the course has changed them. "I think now before I hit someone," said one 10th grader. "I've finally begun to realize fighting is not going to help anything." Said an 18-year-old student, "I used to carry a knife for protection but I stopped, and I don't fight as much as I did."

The course content leans heavily on the students' own experiences with anger, conflict and violence. They are encouraged to analyze their own feelings and behavior by discussing arguments and fights they have had, by considering typical confrontations, and by role-playing a fight up to the point where somebody throws a punch. The students also learn about the extent of violence in our society, including the fact that homicide trails only motor-vehicle accidents in causing the deaths of young adults; that nearly half of all homicides begin with an argument, usually between acquaintances, and the effects of alcohol and drugs on violent behavior.

One class session is designed to show students that anger is normal and natural; that it causes physiological changes — a surge of adrenalin, rapid breathing and

heartbeat and a rise in blood pressure — and that in animals the response to anger is always fight or flight. The following session covers other responses that humans can make, both healthy and unhealthy, such as redirecting anger by doing something constructive, ignoring anger and trying to forget it, and by kicking a chair or otherwise taking out anger on a third person or inanimate object.

In the last five class sessions, the students get down to the nitty-gritty of the course. They learn why they usually have more to lose than to gain by fighting, how a confrontation escalates into violence and how it may be de-escalated, and some ways to prevent violence.

In addition to Dr. Prothrow-Stith's classes at Burke High School, there have been pilot tests of the course by 15 regular classroom teachers at eight other high schools in the Boston area. A written curriculum has been developed by the Education Development Center of Newton, Mass. It will be field-tested this spring in schools in 10 cities throughout the country. If all goes well, the final curriculum packages should be ready for use in schools next fall, according to William DeJong, EDC's director for national evaluation.

Funds for Dr. Prothrow-Stith's research and development of the

Continued on Page 15

## THE MIDDLE MANAGER'S VOICE MUST BE HEARD



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Stewart:

## A new focus for NIJ research in 1987

By James K. Stewart

During the past few years, research has had an important influence on public policy and debate in criminal justice. As important, a primary goal of the National Institute of Justice — certainly during my own tenure as the institute's director — has been to insure that our research is "policy-relevant."

By combining the best in criminal justice scholarship with the needs and expertise of practitioners, and by including practitioners on review boards for research studies and technology assessment programs, NIJ has emphasized the needs of the practitioner in a way that has been the key to the institute's success in providing tested and effective new approaches in criminal justice. This approach to research is the best form of Federal assistance, because it offers local jurisdictions proven policy alternatives from which they can choose depending on local circumstances.

To mention just a few of the ways in which NIJ-sponsored research has offered significant new alternatives to the law-enforcement community: In recent years, NIJ research has demonstrated in spousal assault cases that future violence is substantially reduced when police arrest the offender. Research has confirmed the connection between drugs and crime, and an NIJ project has shown that drug-testing of arrestees is effective in reducing pretrial dangerousness. Our research has also demonstrated the effectiveness of projects that target police resources on the apprehension of career criminals, and has tested a model proactive strategy called "problem-oriented policing."

### A change of focus

For 1987, the National Institute of Justice hopes to solicit proposals that build on the advances already made and to address the serious and fundamental problems we face today. However, the

Research Program Plan for 1987 also reflects what I believe is an important conceptual shift in our approach to criminal justice research.

In previous years, we have tended to focus on component parts of the criminal justice system: how police handle calls, or how police and prosecutors interact. We've focused on one type of individual in the system — the career criminal, the victim — or on one stage of the criminal justice system, such as corrections.

The 1987 plan, by its very structure, recognizes the interrelation of these components, and speaks to a shift in NIJ's emphasis from the individual components of the system to the fundamental problems that may link many different aspects of the system. For example, research programs identified in the 1987 plan include crime control theory and policy, violent criminal behavior, apprehension and prosecution of criminal offenders, and public safety and security. By emphasizing a more systemic, organic view, we hope to encourage new

and more flexible ways of thinking about criminal justice problem-solving.

This year, for example, instead of a specific research program on "Police Response to Spouse Assault" (as in the 1986 program), research on domestic violence might be proposed under one of a number of different programs, including the program on violent criminal behavior. Since we know that domestic violence often escalates over time, and that 30 percent of all female murder victims were killed by their husbands or boyfriends, it makes sense for us to investigate spousal assault in broader terms, rather than as a unique criminal episode or a problem for only one part of the criminal justice system.

### Problems, solutions interrelate

We need to see that our problems in criminal justice exist along a continuum, that both problems and solutions in

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James K. Stewart is director of the National Institute of Justice.

## Other Voices

A sampling of editorial views on criminal justice issues from the nation's newspapers.

### Drugs: Withdrawal of U.S. troops brings a renewal of coca trade

"The last U.S. troops were hardly out of Bolivia before the cocaine business resumed. What was different was that the price for coca leaves, at least temporarily in short supply, went up. Barring a phenomenal go-it-alone Bolivian enforcement effort, the drug trade, tragically, will once again flourish there. The U.S. Bolivian military effort to knock out coca crops and cocaine laboratories was clearly worth what it cost as a demonstration of what can be done with enforcement tough enough. The back of the Bolivian drug business was broken at least for a time. Yet U.S. military forces do not exist to do police work, either at home or abroad. Their use in Bolivia was an emergency measure, which should be repeated only in the most extraordinary circumstances. There have to be better ways to give the Bolivians the backbone and the resources to reduce the flow of cocaine."

— The Cincinnati Enquirer  
Dec. 9, 1986

### Much too testy

"Throughout the debate about making Federal employees submit to random drug tests, President Reagan has said his program would aim at rehabilitating workers, not punishing them. Now it turns out that regulations prepared by his Office of Personnel Management would allow firing an employee after a single positive drug test. They further state that workers in sensitive positions must be dismissed after a second positive test. Only those who turn themselves in voluntarily would be protected against outright dismissal. More than half of all Federal workers are in positions deemed sensitive. Agency heads would have almost total discretion in deciding whom to test — and whom to fire or discipline for flunking a test or refusing to take one. No one is arguing that workers who show evidence of on-the-job drug use or reduced effectiveness because of suspected drug abuse should be immune to discipline. But that's a far cry from the wholesale invasion of privacy inherent in the OPM rules."

— New York Newsday  
Dec. 5, 1986

### Higher police pay an investment

"Prodded by a rising crime rate and raids of the Atlanta Police Bureau by suburban police recruiters, the public is fast reaching a consensus: Atlanta must pay its police officers more. But there's disagreement beyond that broad consensus. How much more? Where will the money come from? Should the city raise taxes or cut services to get the extra revenue? Public Safety Commissioner George Napper has already given a sound answer to the first question: a lot more. Napper proposes raising starting pay for police officers from \$16,972 to \$21,393 in 1987. By 1989, he would hike starting pay to \$27,047. That's steep, but according to a survey conducted last year of median police salaries among the nation's largest cities, Atlanta ranked 33rd, behind New Orleans, Miami and even Jacksonville, Fla. It's an old saw, but true even so: You get what you pay for. After years of ignoring infrastructure requirements and Police Bureau needs to protect taxpayers from a jarring tax hike, it's time for the city to make a substantial investment in its future. Paying slightly higher taxes to buy better police services — and to increase city services in general — seems a bargain."

— The Atlanta Constitution  
Dec. 9, 1986

### Andrews:

## Stress training is a must

By Amy Andrews

Joseph Wambaugh stated in his book "The Choirboys" that "the physical dangers of police work are grossly overrated, but the emotional dangers make it the most hazardous job on earth."

Writing in a more scholarly venue, Reiser and Geiger observed in their 1984 article "Police Officer as Victim": "Police officers routinely intervene to assist in citizen crisis situations. However, it is not commonly recognized that the officer is at risk of becoming the victim of psychological and physical violence resulting in serious trauma."

"Though police officers are mere mortals... their authority role requires tight emotional control with suppression of emotion and the maintenance of the cool facade of authority.... The law-enforcement environment tends to block natural channels for emotional expression and stress reduction."

The catch is that not only does society, the citizen and the department come to view the officer as a "cool facade of authority," but the officer himself comes to identify with this stereotype and to live his life this way, which leads to the high incidence of burnout, divorce, suicide and severe cynicism.

Former New York City Police Commissioner Robert J. McGuire observed in 1979 that the police are constantly placed in frustrating, stressful situations and yet they continue to perform valiantly. He also points out that in the 1980's, perhaps more than at any other time in the past, our police must be "protected" from the damage of occupational stress as well as from the psychological, spiritual and social consequences of being a police officer today.

His voice is echoed across the country. Police Chief Charles Gruber of Quincy, Ill., maintains that stress is an occupational hazard for many people accompanying them throughout their lives.

However, "few occupations are more stressful than that of a police officer." It is not surprising, therefore, that there is a high level of stress-related problems among police officers.

Martin Reiser, in writing about his experiences with the Los Angeles Police Department, stated in 1982 that "police work is a high-stress occupation that affects, shapes and also scars the individuals and families involved." Typical stress includes not only the danger, violence and authority, but also organizational and role pressures.

Michael Babin has listed the uniquely stressful aspects of policing, which are summarized here in brief.

¶ **Unpredictability and Danger.** The officer on patrol may have days of routine, even boring tasks, which tend to lower alertness. However, the officer never knows when this routine will be punctuated with a dangerous situation.

¶ **Life-and-Death Decisions.** Officers often find themselves in very dangerous and unclear situations. They must make split-second life-and-death decisions without adequate evidence. In addition, if they should make an error, the already overwhelming stress of the situation may continue long after its completion, due to guilt or questions from the department.

¶ **The Media's Attitude.** Since the media doesn't know the full story either, an isolated incident of "apparent" brutality, for example, can do serious damage to the public's view of the police as well as to the officer's own self-esteem.

¶ **The Public's Attitude.** The public is often hostile toward police officers, both

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Dr. Amy Andrews has conducted small stress and sensitivity training groups on the police precinct level. She holds a Ph.D. degree in psychology from Fordham University, with a specialization in creativity and motivation.

*There must be countless police officers, supervisors and managers who have taken a look at the administration of their departments and thought, "I just know I could do a better job of running this department. How could those guys be overlooking so many problems?" On the other hand, there are precious few who ever get the chance to sit in the departmental driver's seat and have the mayor or city manager say, "Okay, go to it."*

*Tom Coogan, the police chief of Denver since August 1983, is one of the lucky ones. As a lieutenant in a field command, he had a perspective on the department — both its strengths and its shortcomings — that enabled him to speak knowledgeably and forcefully on the subject of law enforcement in Denver to a mayoral transition team that was paving the way for Mayor-elect Federico Pena. And Denver had more than its fair share of police problems. From the resignation under a cloud of controversy of long-time Chief Arthur Dill, to a failure to study and adopt the latest in police methodology and technology, to a sense of institutional arrogance that pervaded the department's brass — the notion that "we're the best simply because we're the biggest" — the Denver Police Department was an agency in desperate need of a shaking up.*

*Apparently the mayoral transition team felt that Coogan was just the man to do the shaking up. No sooner was Mayor Pena in office than he named Coogan as chief of police, with the understanding that the department would undergo an administrative clean-sweep — a "dramatic change," as Coogan himself terms it. The upper command ranks were purged, in the interest of getting some fresh faces and some fresh ideas.*

*Since then, the department has been playing catch-up ball, with changes in attitude, the planned acquisition of new technology and the adoption of a number of new approaches to policing that had long since been in place in some of the progressive suburbs on the outskirts of Denver — Lakewood, Arvada, Aurora, to name a few. The department has been reorganized to reduce or eliminate internal red tape, and, despite having to fight a constant of manpower and budget cutbacks, it is doing a number of novel things — "at least novel for Denver," Coogan notes.*

*That's not to say that life is a complete bed of roses for the 51-year-old chief. There are the ongoing battles with the Colorado Bureau of Investigation over technical*

*assistance, bureaucratic priorities and drug enforcement, periodic rows with other chiefs and other departments — which contributed in part to the formation of the Colorado Major City Chiefs' Association, of which Coogan was a founding member — and the more-or-less routine problems inherent in bringing a large metropolitan department into step with contemporary police practices.*

*Coogan is nothing if not a realist. He is quick to acknowledge that the honeymoon is long since over for him. He is candid in telling people at every opportunity that the police are not the solution to the drug problem — it takes a community-wide effort, he maintains. He knows that there's much more the Denver police can do, if given the leeway (and funding) by the political powers that be. He's against the dynastic approach to police administration — no 15-year term for him. He'll stay as long as he's effective and has the interest and energy to do the job. But whether the answer is adopting new practices, acquiring new technology, moving toward accreditation or just changing attitudes, this is one chief who's got his feet firmly on the ground, but moving irrevocably forward all the time.*

**'Everybody was insisting that there be some dramatic change in the department because we had suffered so long from inactivity in the area of progress.'**

## Thomas E. Coogan

Police chief of Denver, Colorado



Law Enforcement News interview  
by Peter Dodenhoff

**LAW ENFORCEMENT NEWS:** A recent set of Uniform Crime Report statistics painted a fairly bleak picture of crime in the Metro Denver area, ranking it third among the 25 largest U.S. metropolitan areas. Have these statistics and the crime they represent created any unusual law-enforcement problems for you and the Denver police, or do the data merely confirm something you already suspected?

**COOGAN:** It's something that we're constantly aware of, and certainly the media remind us from time to time of the crime picture, especially when it's so high. I think it's up 5 percent overall in Denver so far this year, which probably isn't too much off the national norm. Homicide is up something like 40 percent over last year and of course that's tough to deal with in terms of prevention and suppression. But also I think it has a lot to do with the influx of illegal aliens in some cases. In a lot of other cases it has to do with the drug problem — drug deals gone sour, and things like that.

**LEN:** Are crimes in general going up as a result of an increasing drug problem?

**COOGAN:** There's a lot of crime that can be attributed

directly to the use of narcotics and trafficking in drugs, and Denver being a hub, just from the airline point of view, naturally there's a lot of traffic just in terms of people, so it just follows that there's going to be a certain amount of drug activity. However, we have a special task force out there [at Stapleton International Airport] that addresses that problem. We just started about a year ago and they've been pretty successful in terms of confiscations and arrests. So we're not ignoring it; we're doing pretty well at it. But what we haven't been able to pin down is how much is coming into Denver by another route besides the airlines.

**LEN:** Is this an interagency task force effort you're talking about?

**COOGAN:** Yes. We have people from the DEA and another from the Colorado Bureau of Investigation, and we have our people there, who are in charge of it. We also have dogs that are trained to do searches of luggage and stuff like that.

**LEN:** Is this type of interagency cooperation anything novel as far as the Denver area is concerned?

**COOGAN:** It's novel in the sense that we've joined forces, and it's an independent unit outside of our two other narcotic units. We have a Major Peddler Unit,

which specializes in major drug transactions and dealers, and then we have our regular street narcotics units that deal with quantities and also with dealers at the lower levels. The one at the airport is designed for a specific purpose, and any kind of activity that is outside that airport proper, either in the state or in the city, we coordinate through the other narcotics units.

**LEN:** Might the overall crime picture have anything to do with either police department understaffing or surges in the city's population — something that would upset the existing police-to-citizen ratio?

**COOGAN:** Well, not in Denver per se, as far as a growth in population. With understaffing, we're constantly fighting the battle of manpower and budget cutbacks. However, we are doing some rather novel things in this respect — at least novel for Denver. We just recently did a reorganization of the department, and some of that entailed charter changes that were passed in November. We're consolidating and centralizing a lot of units within the police department that previously enjoyed a division status separate from the operations level. It's becoming more effective, I think, in the area of district captains addressing those problems they identify — whether it's a burglary problem or assaults or rapes or even a drug problem.

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**'Let's face it, we're a drug culture. If you've got a runny nose or you can't sleep, here's a pill that'll cure everything. Just try to convince a culture like that that drugs are bad for you.'**

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LEN: Do district captains or other divisional commanders have increased latitude to deal with problems that they identify — and deal with them in their own ways?

COOGAN: Yes, and that was the whole point of the reorganization. We've broken up the city into four quadrants or districts, each commanded by a captain. Before it was just the patrol division doing certain things and the detective division doing certain things in that district. By decentralizing and combining divisions, we're able to use more people to address specific types of problems, including the community relations problem. They have a resource officer that addresses not only community issues but criminal issues. The officer can assist the captain by giving him information so he can deploy his people to address specific problems, because he has all those resources available and he doesn't have to depend necessarily on a divisional commander to talk to another divisional commander and ask for help. The only two line divisions we have now is operations and investigations.

#### New technology, new approaches

LEN: Would a district captain's latitude include addressing such matters as the so-called "quality-of-life" crimes and things of that sort?

COOGAN: Only in the sense that their priority, obviously, is to address those types of problems that threaten lives. Of course, we're acquiring a lot of new technology, and this coming year we should be able to deploy in a much more scientific way through the use of computer-aided dispatch and 800-megahertz mobile digital terminals in all the cars, and the acquisition of a fingerprint booking system, the new NEC system, which I think has a dramatic impact on property crime. We're acquiring all those things next year [1987] and we're planning our strategy now based on the technology that we'll be acquiring in the years to come.

LEN: How did this reorganization necessitate changes in the city charter?

COOGAN: I created a position of deputy chief, because we were getting to a point on a day-to-day working basis where there's six division chiefs reporting to me plus a commander of internal affairs and intelligence, and I'm too busy just trying to do the day-to-day business of the department without really concentrating on any one particular division. With the creation of a deputy chief, which had to be passed by charter amendment, and by consolidating those divisions into five rather than six, we have a greater concentration of manpower that's dedicated to one sole commander as opposed to several of them working under various commanders. We've cut through a lot of red tape, and diminished a lot of red tape, because we don't have to go interdivisionally to get a problem solved.

LEN: Has the recent increase in crime prompted you to engage in any more creative police thinking, or research and development, than might otherwise taken place?

COOGAN: We're trying in that area. For instance, we're looking at the drug problem in terms of getting informa-

tion together for a mayoral white paper, where Mayor Pena can draw on the resources of the city to address this problem — whether it's housing, health and hospitals, parks and recreation, the whole bit. It's based on the philosophy that the police are not the solution to the problem, and we admit that. If we were the solution, we lost the war a long, long time ago. However, with the resources available to us and the participation of these other agencies, coupled with our commitment to getting the community involved, we can probably make some kind of impact on the drug issue. I recently went to a school board conference that involved all principals, teachers and students from the schools to look at the drug problem. There was quite a bit of concern and I gave them a little bit of reality training in the sense that I told them if we do not do something soon, we'll have to surrender our attention to the present — certainly my generation and perhaps the students' generation too — and just concentrate on the future generations to have some impact on drugs. You can only spend so much time, and if you're losing the battle you better get on with something more long-range.

#### When is payday?

LEN: Are there problems inherent in convincing people of the desirability of a long-range approach, since citizens and elected officials alike tend to go for the "quick-fix," the easy solution to a complex problem?

COOGAN: Absolutely, that's the biggest problem. Number one, a certain part of the population that you're talking to, who should be concerned about the problem, in fact is the problem — the middle class or the upper middle class using the same damn drug that you're trying to condemn. I think they're the ones who are responsible for the fact that it's flourishing so much. It's not so much the minority or the poor — they're the ones who get hit hardest in terms of arrest. It's awfully difficult to hit somebody on a drug seizure or a drug-possession case when they're the middle class, they can afford it and their sources are not as readily visible as they are, say, in the ghetto or someplace like that.

Most law-enforcement people have recognized for 50 years that it's been a problem, and it's been escalating

**'We're getting to a point where I'm too busy just trying to do the day-to-day business of the department without really concentrating on any one particular division.'**

got a runny nose or you can't sleep or you've got a headache, here's a pill that'll cure everything. Just try to convince a culture like that that drugs are bad for you.

LEN: Is it perhaps equally difficult to convince citizens and public officials that the responsibility for solving the problem should not lie exclusively in the hands of the police?

COOGAN: Oh, absolutely, and I tell them every chance I get that if you're waiting for us to solve the problem, it'll never happen, because we are not the solution to the problem. We're going to go out and take care of business, but the only way that these things are going to flourish is if an apathetic society allows it to happen, and the more apathy you show the more it flourishes. In many cases people say "Where do I send my check?" That's no solution. It's got to be direct involvement. The squeaking wheel gets the grease, obviously, but it's got to be a bigger squeak and it's got to be more pervasive through the entire community and not just one segment of it.

#### Departmental in-fighting

LEN: Have other agencies been responsive to your suggestion that drugs are everyone's problem?

COOGAN: I think so, however we've had a little bit of in-fighting here in the state. We've got an entity called the Colorado Bureau of Investigation, which is fighting for its life and has been for 10 years or more, because they haven't got the resources, they haven't got the personnel, and the Legislature really hasn't made a commitment to a statewide law-enforcement effort. However, they do certain things that are very provoking, certainly to the city of Denver and certainly to me, when they make statements that we're the number-one cocaine problem in the United States in terms of per capita users. They released that to the press and I challenged their statistics and the fact that they're indicting the state in general and the Denver-Boulder area in particular. Once you challenge them they fall back on statistics that actually said Colorado was number-three in the use of *licit* drugs, not illegal drugs. There's no way



ever since. It's nothing we get excited about except in the sense that perhaps there's going to be some resources finally available and some attention finally paid. But realistically speaking, people get burned out pretty fast when they get inundated with something like that. Some of the more successful programs, like Mothers Against Drunk Driving or Students Against Drunk Driving, are very effective because it's a total commitment by the community and the media and Madison Avenue and the whole bit, to the point where it's just not as popular any more to go out and get bombed and drive. People are beginning to realize that there is going to be a payday. We can't yet convince people on the drug issue that there's going to be a payday, because people have been getting away with murder without a payday. Probably the most dramatic and obvious example of that is Ted Bundy. When are they going to pull the plug on him? He kills anywhere from 19 to 30 women and they haven't laid a hand on him. There's a big imbalance, and I think people are aware of that. Plus the fact that, let's face it, we're a drug culture. If you've

in God's earth that any state can make an indictment of itself or any other state, unless everyone in that state stands up and raises their hands and tells us how many times they've used cocaine or heroin or stuff like that. You could do a speculation, but I just don't believe in making a serious problem worse if it's untrue.

LEN: Regardless of the accuracy of CBI's statements about per capita drug use in Colorado, what's your perception regarding drug abuse among your officers? Is there a problem in need of immediate attention?

COOGAN: I've had to fire six. I reinstated two after a year's suspension because it involved use of marijuana that was not necessarily in the immediate past. The others either dispensed marijuana and/or cocaine, or used both, and they've since been terminated. We take it on a case-by-case basis. I adopted a policy that we operate on probable cause when it comes to an officer using narcotics and dangerous drugs. I do not necessarily believe in random samples of urine, because, number one,

# Interview: Denver Chief Tom Coogan

we don't have the option the private sector has in terms of referral and rehabilitation. When we catch officers using or dispensing drugs, and certainly cocaine, heroin and things of that nature, they're committing a felony and ought to be dealt with criminally. We do not have the option to refer, rehabilitate or anything like that, because the basic issue of enforcing the law requires we take the oath that we will not break the law. If that's what they're doing, they're going to get fired for it.

LEN: So there's no current policy or plan for a policy of random testing?

COOGAN: No. Like I said before, businesses have greater alternatives. We don't have any. It's termination, and I think our officers know that. There is a payday for that and they know it.

LEN: In making a case for an all-points effort against drugs, is there a risk that the public might then look at the Denver police and say, "If they're not the solution to the drug problem, then perhaps they don't need all the money we've been giving them"?

COOGAN: To begin with, they haven't been giving us any money. But we're going to take care of business anyway, and we're going to enforce the law and we're going to make drug busts and seizures. But don't look for us to be the solution by doing that, because that doesn't solve the problem. You've got to have a public statement and public action where people are saying "we do not participate in drugs and won't tolerate anybody that does." And it's got to be proven in the insistence by the public that these people are going to be prosecuted, they're going to do the time, and it's not going to be worthwhile to participate in drugs. That's why I think crime is flourishing so much in the United States, because of the excuses that there's not enough jails or there's not enough prosecutors or enough judges.

We've got a lottery here in Colorado, and all of the lottery money goes to building parks, maintaining parks throughout the state — and a lot of people do not necessarily want to spend their tax dollars in building more prisons and things like that. So my suggestion was to take part of the lottery money, if not all of it, and build more prisons, because it's ludicrous to build parks and to maintain parks if people are afraid to go into them because they might get mugged or there might be drug deals. Why not take a good chunk of that lottery money and build some pretty good prisons so that we can put these people away, because there's got to be a payday.

LEN: Has there been any positive reaction to that idea?

COOGAN: They look at me like "Don't bother me with that stuff." Of course, legislatively you'd have to have a change, and I've talked with my lobbyist to see about the feasibility of doing that, at least on a limited basis. It doesn't necessarily mean the whole lottery take has to go for that, but if people are unwilling to participate in a tax increase — which most people are not willing to do — then let's take other resources that can be diverted at least temporarily to get these people in jail. You read in the newspaper day in and day out that so-and-so killed this person and got sentenced to 20 years or 50 years. The next paper you pick up you find the parole board let somebody out of prison on murder charges after serving four to seven years. The price of life is so cheap. There's the old saying "Don't do the crime if you can't do the time," but the time isn't there and so crime does pay, and people feel the risk is worth it. The people who know that best are the offenders, particularly the repeaters. They know how to beat the system. They think the system's a joke. You have to be a real screwball to end up in prison anymore.

## Differing priorities

LEN: Just to get back to the CBI for a moment, you noted that that agency has been fighting for its life for some time. Now that a new Governor is taking office, is there any indication as to whether the fight will be resolved, either for good or for bad?

COOGAN: I don't know. Governor-elect Rohmer is certainly going to select a new director, and I think that'll help a lot. The previous director did not have much credibility in the state, and he certainly had none with

the state legislators. The bread and butter of the CBI is the state Legislature, and they have to make a commitment. I don't know if they're willing to do that. By making a commitment you have to give money and resources. I think the legislators have been fed so much misinformation they don't know what's right or what's wrong, what's true or what's not true. So they don't want to be putting money in there that's not going to be used effectively. We've got some new legislators this year, and they're going to take a long look at who the director's going to be and what his program's going to be. The thing is, if you were to poll all the chiefs and all the sheriffs in the state, the priorities that they perceive for CBI are completely different from what CBI itself thinks they should be. That's where a lot of conflict comes from.

LEN: For instance?

COOGAN: Well, the sheriffs and the chiefs themselves think that CBI's number-one priority should be an effective laboratory, with more efficient turnaround on all evidence that's sent to them. It's atrocious now; it runs anywhere from three months to six months, sometimes nine months, on some of the evidentiary items that are

**'Offenders know how to beat the system. They think the system's a joke. You have to be a real screwball to end up in prison anymore.'**

sent to them. The agencies around the state want something faster and more efficient. CBI itself feels that they ought to emphasize the organized-crime problems in the state and the drug problems in the state. Those are very glamorous issues, organized crime and drugs. There's a certain fringe of organized crime that exists in the state, and I'm not saying it's not being addressed, but probably not to the extent that CBI would like. However, I don't know if it's a luxury they can afford at this particular time.

LEN: What about the Denver Police Department's relations with other agencies?

COOGAN: We loan officers out from time to time in certain areas of major crime, where sheriffs or other police agencies ask for and receive information of a monitoring nature, or they ask us to send a couple of homicide detectives to see if they covered all the bases on a particular case. It's really an appropriate role for CBI, but they're not equipped to do it, and I don't really know if they're trained to do it either.

LEN: Do these cooperative efforts pre-date your tenure as chief, or do they speak to a more recent change in outlook on the part of the department?

COOGAN: I think there's a change in outlook. Some of my predecessors viewed the Denver Police Department as "we're big, therefore we're the best." That wasn't true. There was a lot of technology and new policing methods that passed us by and the suburbs picked up on. We refused to participate in them because we felt that being big, we were better. I was playing catch-up when I came into office here, and I recognized as a field commander that there was a lot of technology and methodology that we were ignoring, and holding some of our smaller agencies in a state of contempt — when in reality we should have been participating with them, or going along under the same type of acquisition to get this technology. We are finally starting to do that now. We're getting to the point in time where we are no longer a dinosaur. We're big and we're better — not because we're big, but because we're going into modern policing techniques and modern technologies and getting the equipment and resources to address these issues of deployment, crime patterns and things like that.

LEN: As you adopt new techniques from the progressive suburbs, is there a domino effect on other departments in the state, so that they can look to you, as the biggest department, and fall in step with you?

COOGAN: Possibly to a certain extent, but like I say, we're still playing catch-up with some of the smaller, progressive agencies that have gone ahead. We're probably getting pretty even with them now in terms of the direction we're going. We still haven't acquired all the equipment that they might have, but it costs much more for us because we have so many units to equip. There are 600 patrol units alone that we have to equip, whereas it's easier to equip 50 in a smaller agency. But they all know that we're going forward with these types of things.

I'm a spokesman for this new organization called the Colorado Major City Chiefs Association, which comprises 13 cities of 50,000 or more. The main reason we formed was that we wanted to address issues of an urban setting. We're concerned with city crime and that type of thing, as opposed to rural or county type issues. It's also a support unit to talk over various problems we might have, whether political problems or crime problems like domestic violence, say. We were the first in the state to get an effective domestic violence program, which is as successful as Duluth's, if not more so.

But there's things that I'm willing to listen to as far as what other departments have tried — even small things that are successful. Maybe in the past they would look with disdain on the city of Boulder, where they in-

stituted a program to defuse traumatized children in various types of calls by banding out teddy bears, which I thought was a good idea. We're doing it with our traffic people, when they come upon the scene of an accident where a child is involved and is somewhat traumatized. We've got these little teddy bears for them, and it's been very effective. At some future time we might even incorporate it citywide into the patrol cars that handle calls involving domestic violence or child abuse, and things like that.

So most of the chiefs know that we're willing to listen. I think they also know that I'm going to come down on them if somebody's going to profit at Denver's expense — and there's been a lot of conflict in that area. The chiefs know I'm not going to snow them; I'm going to be up front with them, and if they are doing something that's going to be hurtful to Denver, they're not going to get away with it as long as I know about it.

LEN: Could you give me an example?

COOGAN: Certain departments want to do things a certain way. We're in a constant battle in the area of POST standards — the Police Officers Standards and Training. They want certain minimum standards dictated. One that I recently lost, but not without a battle, was the fact that there's a minimum standard that all officers in the state have to have four hours of training in the ability to lift fingerprints. I argued that, number one, we don't teach our officers ability; we teach them knowledge of how to or the knowledge of when to, because we have technicians that respond to these crimes and they're specialists in the field. There's a lot of resentment by some police agencies because we have that capability, even to the point that I'm supposed to feel guilty of the fact that we do it that way. But I don't think we ought to be penalized because we have specialists. To begin with, four hours doesn't teach anybody how to lift prints, I don't care who it is. They recognized that, but they still outvoted me, and mostly because the sheriffs outnumber the city police. Now we're required to have the ability, but it's not a fatal problem. Governor Lamm put me on the POST board, along with two other chiefs that have their own academies. Until last year, the departments that have their own academies, or are large enough to have their own, weren't even represented on the POST board. So we've won some and we've lost some. But I've said I don't know how many times to other people: Why do we set ourselves up to be in a conflict mode? Why do we always have to be the big department against the little department. I've got to believe there's a compromise.

Continued on Page 12

# Coogan: 'I don't believe in dynasties'

Continued from Page 11

LEN: Where would that compromise come from? Within the Colorado chiefs' association generally?

COOGAN: To a certain extent that's probably one of the greatest areas of conflict. It's like the IACP. IACP is designed for the smaller agencies. I belong to the U.S. major city chiefs' association, composed of almost 50 major cities across the United States. We do not go in conflict with smaller agencies. We address areas of mutual support and mutual concern to major cities in the United States. We used to have a meeting in conjunction with a DEA conference on drugs, and of course the message that was delivered at these conferences by the people from Washington is that we are winning the war on drugs. Then when we broke up into smaller groups, we'd deliver the same message: As far as we're concerned, we are not winning the war on drugs. We are losing the war, and we're losing it in the cities. Don't say we're winning the war. We're not even up to the corner, let alone having turned it. Last year they finally came out and said, "Yeah, we are losing the war on drugs."

LEN: What brought them to that realization?

COOGAN: I don't know. We just said we're not going to accept things and suffer in silence. We are going to make our wishes and feelings known. I don't know if it was a national policy or if it was a policy of DEA at that time to allay the fears of the American public, but if you allay the fears of the public it doesn't mean the problem's gone away. It just means you've allayed their fears, and the problem keeps growing. We're not willing to do that because it gives people a false sense of security and it's not truthful, for one thing.

## The view from the middle

LEN: When you were appointed by Mayor Pena, you made a rather significant leap from the middle management ranks up to the chief's office. Did this move pose any complications in terms of asserting command, or conversely, did it perhaps offer you the chance to make a clean sweep and bring in a whole cadre of fresh faces?

COOGAN: The latter was more prevalent. I think everybody was ready for something and they were insisting that there be some dramatic change in the department because we had suffered so long from inactivity in the area of progress. At least perceptually that was true, and I think the Mayor wanted to make a statement to the department that he recognized that they wanted some changes and that the existing division chiefs were not the ones who were going to do it. The fact that he went down and got a lieutenant certainly made that statement, and I think the reason I was selected was based on the interview process with the Mayor's transition team, plus some conversations and interviews with the Mayor and the then manager of safety, regarding what I identified as the problems and what the solutions were. It necessitated a clean sweep of the upper command of the police department, because to retain any of them at that time would show vacillation on the part of the new chief, and everybody was expecting a new face and some new ideas.

LEN: Has the clean sweep taken hold in the managerial ranks, or are there still pockets of resistance?

COOGAN: I'm sure you'll always get that. You can't take this job with the expectation you're going to be loved. Certain realities have to set in. Admittedly, I think the expectation levels of the police department were so high at the time I was made chief that it was almost impossible for me to live up to them. If you're going to promise something you obviously have to deliver, but there are certain things that are basic to policing that you can't get away from. You're going to have to handle calls and respond to calls. You can't change that, and I think a lot of them had some expectation that it was going to be different. That is never going to change. What has to change, and what did change, is the philosophy of how you're going to do it, and that rather than being in opposition to the community you're going to be a partner with it, irrespective of some of the setbacks, individual or collective, that the department has. The honeymoon is long since over as far as I'm concerned. But going through the accreditation process and

**'You can't take this job with the expectation you're going to be loved. Certain realities have to set in.'**

going through with the acquisition of new technology, and always trying to improve our image and our effectiveness, generally the officers like that and they respond to it. However, there's always something they're going to complain about, not too unlike the military.

LEN: With Mayor Pena nearing the end of his first term, and his political future thus on the line, what does this mean for you? How far do you feel you have yet to go as chief before you're satisfied that you've implemented the necessary changes and reshaped the department in a way you're content with?

COOGAN: I don't believe in a dynastic approach to the chief's job. I don't think you ought to come in here and stay for 15 years. You stay as long as you're effective and as long as you have interest and energy to do it. I think there are several programs that are coming to fruition

probably early next year, and some that will come later on, and I'd like to see all of the programs that we started get well on their way. I would also like to see a certain recognition for the people that are to follow me in terms of continuing that type of activity. I don't feel like abandoning this police department in mid-term.

I think the things that the Mayor has supported up until now and has approved of for next year are going to have an impact on crime. They haven't yet, but that's because we haven't got them in place yet. And they should be shouted to the high heavens. I'd hate to think that he did all that work and somebody else will come in and get all the credit for it when they didn't do anything about it. For example, accreditation, to anybody that knows anything about it, is the future trend in law enforcement, because it's going to save a lot of liability, it's probably going to enhance budgets, because departments are willing to adhere to a high standard of excellence and prove it.

Stewart:

## New direction for NIJ's research

Continued from Page 8

various areas are interrelated. For example, technologies such as drug testing and electronic monitoring may make intensive probation supervision a safer means of controlling criminals in the community, and thus relieve some of the pressure on crowded correctional facilities while still protecting the public.

Drug testing, in fact, offers a good example of the interrelation of problems and solutions, because it offers opportunities for reshaping a wide range of criminal justice policies. We now know that criminals who abuse drugs commit crimes nearly twice as often as do other offenders — and up to six times as frequently during periods of heavy drug use. More important, the crimes committed by serious drug abusers are just as likely to be violent crimes as they are property offenses. Drug use is not a victimless crime. It has severe

consequences for individual victims and communities, particularly poorer ones, where the drug trade flourishes.

NIJ recently completed research in Washington, D.C., and New York. The results shocked researchers. In New York, more than half of arrestees tested had evidence of the use of one or more drugs in their system. In Washington, where more recent figures were available, more than two-thirds of arrestees were found to have been using drugs. Half of these persons reported at the time of their arrest that they did not use drugs. Further advances in the use of urinalysis and more effective monitoring of offenders will not only give us a more accurate picture of actual drug use among criminal populations (as opposed to self-reports), they will also provide critical intelligence to law-enforcement authorities on the types of drugs being used in their

communities and an accurate indicator of the impact of strategies designed to curb drug use.

Further research and experimentation in these areas has the potential to dramatically reshape a wide range of policies for the coming decades.

Today research is dramatically shifting the way we look at crime, and our opportunities for responding to it. Empirical data are shedding new light on old problems and allowing us to develop more effective public policies. By combining the analytical and methodological skills of researchers with a willingness to experiment on the part of enterprising practitioners, we stand the best chance of bringing crime back under control.

(To obtain a copy of the NIJ Research Program Plan for 1987, write: National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850.)

Andrews:

## Ongoing stress training needed

Continued from Page 8

on a personal and professional level. Professionally, the animosity arises from not wanting a policeman around for one's own infractions or from not having one around when one is needed. On a personal level, there are inherent problems in socializing with civilians.

¶ **Emotionally Draining Aspects.** Being the hearer of fatal news is one of the more stressful aspects of police work. However, the officer has no outlet for this stress, often being reluctant to discuss it with his spouse and family or with his fellow officers.

¶ **Post-Shooting Trauma.** Serious injury or death of a fellow officer or

an assailant creates strong emotions in the officer. These, added to possible reactions from the department and the media, may again put the officer on "overload."

There can be little doubt that police officers experience unique stress and that it is far in excess of that in any other profession. The New York City Police Department observed a 30-percent increase in official administrative referrals to existing psychological counseling services from 1984 to 1985. The Los Angeles Police Department as well has seen a steady, gradual increase in the use of these services over the past several years.

Recognizing these needs, some departments, including those in New York and Los Angeles, have done extensive stress studies and have begun to set up stress training programs at certain levels of the department.

The New York department is beginning a program with a Human Resource Officer operating at the precinct level. This officer will act as a liaison between officers and supportive resource units, engage guest lecturers, and conduct workshops and discussion groups.

Clearly there is a crucial, identifiable need for ongoing programs at all levels of a police department

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# Criminal Justice Library

**We read and review:**

## New liability book: grab it and start reading

**Police Civil Liability.**  
By Ildore Silver.  
New York: Matthew Bender  
Publicera, 1986.

By Robert J. di Grazia  
Police Litigation Consultant  
Gaithersburg, Md.

This book, by a lawyer and professor of constitutional law and history at John Jay College of Criminal Justice, is basically directed to the lawyers involved in the general litigation explosion involving police civil tort liability.

Although the text directs the reader to numerous case decisions and is obviously slanted toward the legal profession and not the layman, Silver's work should be of interest to anyone involved in the criminal justice system. This is not to suggest in any way that this is a book to be read from cover to cover, or that reading this book will eliminate the need for a legal adviser within a law-enforcement agency. A little knowledge may make someone dangerous, but it may also make

someone more knowledgeable of the difficulties faced both by law-enforcement agencies and their employees and by the people who are concerned about the protection of individual liberty and property.

As the author states in his foreword, "In a legal system which attempts to balance inconsistent (though perhaps not incompatible) 'rights' there will always be room for dispute over the particular balance struck in a given situation. Perpetual dissatisfaction on all sides is a principal characteristic of the state of tort law, especially in the area of policy-related litigation. It is not the object of this work to resolve the dissatisfactions in favor of one side or another, but to at least clarify what the shouting is all about."

Yes, there is a litigation explosion in the area addressed by this book, and it is important for anyone in an administrative position in a law-enforcement agency to be fairly familiar with the material this book addresses.

Considerable concern has been expressed in the police field regard-

ing the amount of criminal justice-related civil litigation currently going on in this country — a level that, from all indications, is expected to continue to grow in the years ahead. Corrective actions within individual agencies can go a long way toward reducing the amount of litigation brought against law-enforcement agencies. These corrective actions can also combat the allegations included in incidents that do lead to many litigations brought against a department. Such corrective actions can lead to a correct settlement or a defendant's decision by the jury in a court trial.

As the author suggests, this area is so extensive that his work cannot be the be-all and end-all on the subject, and I suggest that readers involved in litigation — particularly in the civil rights area — refer to other specialized texts, as the law is just too complex to be dealt with fully in a broad-based work such as this. Silver's book basically outlines the numerous areas in which litigation has been pursued, and administrators of police agencies,

even without the aid of a legal adviser, can gather some interesting insight into the whole area of tort liability and how it affects law-enforcement agencies in contemporary society.

Though one could call this book a primer for attorneys involved in this particular litigation field, it also could be a primer for law-enforcement executives in the development of extensive training programs, explicit written directives and the preparation of supervisors in the all-important task of supervising the personnel assigned to them. The book is divided into ten chapters and also includes a section devoted to legal forms, which, again, are specifically directed toward attorneys but can be used by law-enforcement executives in taking the time-honored approach that "the best defense is a good offense."

The chapter focuses include: general police duties (an important subsection of which is negligent performance of custodial duties in relation to arrestees); negligence during police emergencies (including the whole area of emergency vehicle operation); false arrest and imprisonment; misuse of weapons; duty to protect (including "negligent retention," the failure to discharge an officer who has dangerous propensities), and im-

munity (which explains that while most states have abolished governmental immunity there still is substantial protection of public decision-making in relation to performance of legislative or judicial acts and discretionary functions). The book also examines assault and battery, malicious prosecution, and Federal civil rights actions.

As suggested, this book is not for everyone. It certainly is not bedtime reading unless you approach it as a substitute for a sleeping pill. Nonetheless, a copy of this volume should be a requirement in the office of the chief, available for the training academy staff and definitely available for the internal affairs unit and for the planning and research unit, or wherever written directives are developed. Do not wait until your agency is struck by a multimillion-dollar lawsuit. Become familiar with the whole area of police civil liability and make sure the policy-making people in your agency have at least a nodding acquaintance with the subject matter covered in this volume. Maybe you are too familiar with the subject of misuse of firearms, fatalities and serious injuries from police pursuits and claims of police brutality, but if you believe that this is all there is to it, you'd better grab this book and start reading.

## Drug empire tale reads like blend of the real and the make-believe

**The Underground Empire: Where Crime and Government Embrace.**

By James Mills.  
New York: Doubleday & Co.,  
1986.  
1165 pp.

By Hugh J. B. Cassidy  
Professor  
Criminal Justice Studies  
Adelphi University  
Garden City, N.Y.

"Superb" may be the incorrect word to use as the first word in a book review. However, "superb" best describes James Mills's book "The Underground Empire."

Mills's other books, "Report to the Commissioner" and "One Just Man," were novels of note that had strong hints of accurate bureaucratic reporting. They were good books, but they are not even in the same league as "The Underground Empire."

Mills researched his subject for six years, and the end product of his labors, this mammoth book, is divided into four "books," each with three parts. There is no let-down in substance as the reader progresses through the book. Moreover, from the beginning, Mills tells the reader, "Everything in this book is true. No names have been changed, there are no composite characters, no invented dialogue."

One believes Mills is telling the

truth. The book reads much like a composite of the almost real world of John Le Carre's novel "A Perfect Spy" and the almost make-believe world of Robert Ludlum's "The Bourne Supremacy."

The cast of characters includes: † Dennis Dayle, the head of Centac, a small group of agents from the U.S. Drug Enforcement Administration who worked with special agents from other law-enforcement agencies throughout the world. This almost unknown agency fought the underground empire of narcotics "Godfathers." Dayle is a former concert violinist who plays Mozart in his office in a run-down neighborhood on the fringe of Washington, D.C.

† Donald Steinberg, an American marijuana entrepreneur who controls a worldwide narcotics operation to the tune of \$80 million a day.

† Albert Sicilia-Falcon, a Cuban-born, power-hungry murderer, who is both a Satan worshipper and a homosexual. He is said to have studied for the priesthood, yet is also known as a "prince of devils."

† Lu Hsu-shui, 60 years old and one of the leaders in the Southeast Asian heroin business.

These are but a few of the characters that populate Mills's story. "The Underground Empire" may read like a Charlie Chan

mystery, but it is not. The underground empire is bigger than the Mafia. It operates in 33 countries and has annual revenues of a half-trillion dollars — more than triple the value of all U.S. currency in circulation. This empire grows 80 percent of the marijuana and 45 percent of the cocaine consumed in the United States.

"The Underground Empire" is an absolutely fascinating book, as exciting as it is revealing. It will be an eye-opener to those who read it, and James Mills has done a great service by researching and writing this book. He deserves thanks for a job well done.

### Coming up in LEN:

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the bright spots  
and the dark hours  
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## CITY OF MIAMI Deputy Police Administrator

Salary Range: \$55,577 - \$78,083  
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A municipal government serving a population of 400,061 seeks a candidate with a Master's degree in Criminal Justice, Public Administration, Business Administration, Industrial Relations, Data Management Systems or a related field and 4 to 7 years of progressively responsible experience in police organization and management systems. An equivalent combination of training and experience is acceptable. The Deputy Police Administrator will be responsible for organizational analysis and systems development and will be responsible for implementing such systems at the division level. Additional duties shall include an immediate assumption of responsibility for an existing Policing-by-Objectives managerial feedback system, accuracy assurance, refinement and expansion of same. The selected candidate will ensure the relevance of the expanded system as the primary decision-support tool for policy development, internal control and resource allocation. The position will have administrative responsibilities over a wide range of police accountability systems and assist in the refinement of fiscal and budgetary controls. All work must integrate efficiently with an inspectional process as well as an existing Integrated Criminal Apprehension Plan.

Candidate must be able to interact effectively with police personnel and staff in a para-military environment, assist outside consultants and serve as a liaison with other agencies. Extensive involvement in plan design and development is a plus. The candidate must demonstrate strong and polished communication skills. Reports directly to the Chief with significant impact on policy formulation and compliance monitoring. Full benefits package including severance pay and a relocation package is offered.

Detailed resumes must be postmarked no later than Monday, Feb. 2, 1987, and sent to:

Deputy Police Administrator Review Committee  
City of Miami

Department of Personnel Management  
P.O. Box 330708

Miami, Florida 33233-0708

The City of Miami is an equal opportunity employer and does not discriminate on the basis of handicap.

## Chief of Police City of Stamford, Connecticut

Stamford, Conn., a diverse community of 106,000, is located on Long Island Sound at the southwestern end of Connecticut approximately one hour from New York City. Encompassing an area of 40 square miles, Stamford has the third largest concentration of corporate headquarters in the nation. 45,000 people commute in daily, yet the community maintains a balance of fast paced urban life with suburban residential areas.

The department consists of 300 personnel with a budget of \$17 million.

Minimum qualifications include: working experience as a police officer; baccalaureate degree from an accredited college or university in business, public, police or criminal justice administration; ten years progressively responsible experience in police administration; and unblemished record of integrity. Advance education required. Position demands strong emphasis on organization and management skills and systems implementation; demonstrated skills in team building and communicating with all levels of the police department; track record of willingness to work with a community in pursuit of common goals; and a sensitivity to the diversity of opinion and cultures in an urban atmosphere. Good communication skills essential.

Annual salary range approximately \$60,000 with 10-year contract. All applicants must agree to have their backgrounds thoroughly scrutinized. Send resume with cover letter describing your experience and five personal references no later than March 15, 1987. Send resume to: City of Stamford, P.O. Box 669, Stamford, CT 06904-0669.

Assistant Professor of Criminology. The University of South Florida has a vacancy in its College of Social and Behavioral Sciences, beginning Aug. 8, 1987.

Candidates should have a Ph.D. or other appropriate terminal academic degree (a J.D. degree will not suffice). The position also requires a substantial background or work experience in law enforcement at the Federal, state or local level. Starting salary range is \$20,000 to \$23,500 for a nine-month contract.

To apply, send information to: Dr. Leonard Territo, Faculty Recruitment Committee, Department of Criminology, University of South Florida, Tampa, FL 33620.

**Police Chief.** An experienced law-enforcement executive is being sought by Munster, Ind., a progressive northwestern Indiana community of 22,000. The police department operates under a council-manager form of government with a Board of Safety as policy board. Department consists of 28 sworn and 8 civilian employees, with an annual budget of \$1.25 million.

Candidates should have a minimum of eight years experience in law enforcement or

criminology and have demonstrated strong leadership, interpersonal, supervisory and administrative skills. Appointment is subject to the approval of the town board. Salary is \$27,477 to \$37,854, plus excellent fringe benefits.

To apply, send resume to: Town Manager, 1005 Ridge Road, Munster, IN 46321. Deadline is Jan. 31, 1987.

**Police Officers.** Charleston County, S.C., has a number of entry-level openings in its police department. The department serves a population of 294,800 within an 816-square-mile jurisdiction.

Applicants must have a high school diploma and valid driver's license, and must be able to pass written, oral board, polygraph, psychological and medical examinations, along with an intensive background investigation. Certified officers or applicants with college degrees are exempt from written exam.

Starting salary range is \$14,491 to \$20,108, plus excellent fringe benefits. The department also has a take-home car program.

To apply, contact: Charleston County Police Department, Personnel Officer, 3505 Pinehaven

Drive, Charleston Heights, SC 29405. Telephone (803) 554-4700.

**Deputy Sheriffs.** The Sarasota County, Fla., Sheriff's Department has a number of entry-level vacancies.

Applicants must have at least an associate's degree or the equivalent with no experience (with experience, applicants must have at least 30 semester hours of college). Other qualifications include eyesight 20/100 uncorrected, correctable to 20/20. Must undergo screening process that includes successful completion of written exam, strength and endurance test, polygraph exam and oral review board.

Annual salary range is \$16,000 to \$22,984, plus educational incentive monies, depending on experience. Excellent fringe benefits, including paid vacation, sick leave, group medical and dental insurance, life insurance, Florida State Retirement System. Permanent shifts; career service protection under state law.

To apply, send resume or contact: Personnel Intake, Sarasota County Sheriff's Department, P.O. Box 4115, Sarasota, FL 33578. Telephone: (813) 366-9350. An affirmative action/equal opportunity employer.

## More anti-stress training needed

Continued from Page 12

for the daily, even hourly management of the "emotional dangers" (Wambaugh), the occupational stress (McGuire) and the psychological violence (Reiser and Geiger) which police officers experience on a daily basis.

Since the stress, anger and frustration are experienced on a routine basis, the programs and training designed to handle these influences must likewise be an ongoing part of the daily routine. Post-shooting trauma counseling or isolated psychological counsel-

ing cannot be effective for this purpose. First of all, these services reach only a small minority of police officers. As Maslach and Jackson (1979) point out: "Most cops... will not take advantage of such services... Unfortunately the attitude of many policemen toward seeking professional help is 'if you need it, you're unfit for this line of work'."

While this attitude is changing, the more important reason that these services are not effective against the continuous, ongoing stress that officers experience is simply that these services are not a routine part of the officer's life. They are episodic, occasional and isolated services usually provided at times of crisis or post-shooting trauma.

A proposed program of ongoing stress management and support would initially be taught or moderated by a professional. However, eventually officers themselves would manage it and orient new members. This is essential to its effectiveness.

The program would be precinct-wide, including all officers, who would be divided into small support groups of 10 to 15 members. Support groups would meet frequently — at least weekly.

The program would involve:

¶ Identification of stress symptoms;

¶ Identification of factors causing stress/emotional situations;

¶ Current methods of handling these situations, feelings, stresses, etc.;

¶ Generating new adaptive

methods to handle these situations;

¶ Development of specific skills for dealing with the unique stressful aspects of being a police officer in today's world.

The specific skills might include:

¶ The ability to separate to a greater degree "the job" from one's personal life. Officers would be taught to develop the flexibility to maintain watchfulness during routine matters, and to lessen it when off duty.

¶ The readiness to make instantaneous decisions and a greater ability to deal with the consequences.

¶ The ability to better handle attitudes on the part of the media and the public toward law enforcement, without having to isolate oneself and one's family from the general civilian population.

¶ The ability to meaningfully and adaptively communicate feelings, stresses and/or events which occur on-duty — whether communicating them to fellow officers or to spouses and family where appropriate.

Police departments across the country should consider the institution of precinct-level stress-reduction programs which address these issues. As Commissioner McGuire noted in his 1979 article: "They are our most precious municipal assets, our police officers. They deserve our total support in this critical area. We owe them nothing less."

# Upcoming Events

## MARCH

- 2-4. **Investigation of Computer Fraud.** Presented by the International Association of Chiefs of Police. To be held in San Diego.
- 2-4. **Introductory Microcomputer Workshop for the Police Manager.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$325.
- 2-4. **Symposium on Law Enforcement Data Processing Management.** Presented by the International Association of Chiefs of Police. To be held in Orlando, Fla.
- 2-6. **Microcomputer Workshop for Police Applications.** Presented by the Institute of Police Technology & Management. Fee: \$450.
- 2-6. **DWI Drug Recognition.** Presented by the Traffic Institute. To be held in Evanston, Ill. Fee: \$400.
- 2-6. **Field Training Officers Seminar.** Presented by the Institute of Police Technology & Management. Fee: \$325.
- 2-13. **Line Supervision.** Presented by the Florida Institute for Law Enforcement. To be held in St. Petersburg, Fla. Fee: \$300.
- 9-11. **Vehicle Theft Investigation & Prevention.** Presented by the International Association of Chiefs of Police. To be held in San Diego.
- 9-13. **Automated Crime Analysis.** Presented by the Institute of Police Technology & Management. Fee: \$475.
- 9-13. **Selective Traffic Enforcement/Operational Level.** Presented by the Traffic Institute. Fee: \$350.
- 9-13. **Police Traffic Radar Instructor.** Presented by the Institute of Police Technology & Management. Fee: \$325.
- 9-13. **DWI Program Management.** Presented by the Traffic Institute. Fee: \$400.
- 9-20. **Crime Prevention Technology & Programming.** Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$550.
- 10-11. **Practical Burglary Seminar.** Presented by the Criminal Justice Center, John Jay College of Criminal Justice. To be held in New York. Fee: \$150.
- 10-12. **Sects, Cults & Deviant Movements.** Presented by the Institute of Police Technology & Management. Fee: \$295.
- 13-15. **Street Survival II.** Presented by
- Calibre Press. To be held in Atlanta. Fee: \$110 (all three days); \$75 (first two days only); \$50 (third day only).
- 15-21. **Providing Protective Services.** Presented by Richard W. Kobetz & Associates Ltd. To be held in Winchester, Va. Fee: \$2,300.
- 16-18. **Investigation of Child Abuse & Sexual Exploitation.** Presented by the International Association of Chiefs of Police. To be held in Las Vegas.
- 16-18. **Interviewing & Interrogation.** Presented by John E. Reid & Associates. To be held in Kansas City, Mo. Fee: \$450.
- 16-18. **Progressive Patrol Administration.** Presented by the International Association of Chiefs of Police. To be held in San Antonio, Tex.
- 16-18. **Interviewing & Interrogation.** Presented by John E. Reid & Associates. To be held in Long Beach, Calif. Fee: \$450.
- 16-20. **Managing a Selective Traffic Enforcement Program.** Presented by the Traffic Institute. Fee: \$400.
- 16-20. **Videotape Production for Police.** Presented by the Institute of Police Technology & Management. Fee: \$350.
- 16-20. **Contemporary Issues in Police Administration.** Presented by the Southwestern Law Enforcement Institute. To be held in Dallas. Fee: \$395.
- 16-20. **Police Motorcycle Rider Course.** Presented by the Institute of Police Technology & Management. Fee: \$575.
- 16-20. **Microcomputer Assisted Accident Reconstruction.** Presented by the Traffic Institute. Fee: \$500.
- 16-20. **Selective Traffic Drug Enforcement.** Presented by the Institute of Police Technology & Management. Fee: \$350.
- 16-27. **Police Motorcycle Instructor Course.** Presented by the Institute of Police Technology & Management. Fee: \$1,000.
- 18-20. **Crime Analysis.** Presented by the Florida Institute for Law Enforcement.
- 18-20. **Street Survival II.** Presented by Calibre Press. To be held in Portland, Ore. Fee: \$110 (all three days); \$75 (first two days only); \$50 (third day only).
- 23-24. **The Dynamics of Negotiation.** Presented by the Iowa Association of Women Police. To be held in Coralville, Iowa. Fee: \$65.
- 23-25. **Planning, Design & Construction of Police Facilities.** Presented by the International Association of Chiefs of Police. To be held in Orlando, Fla.
- 23-25. **Interviewing & Interrogation.** Presented by John E. Reid & Associates. To be held in Memphis, Tenn. Fee: \$450.
- 23-25. **Special Problems in Police Internal Affairs.** Presented by the Institute of Police Technology & Management. Fee: \$275.
- 23-25. **Terrorism: Understanding & Reacting to the Threat.** Presented by the National Crime Prevention Institute. Fee: \$250.
- 23-25. **Managing the Property & Evidence Function.** Presented by the International Association of Chiefs of Police. To be held in San Diego.
- 23-27. **Crime Scene Technicians Seminar.** Presented by the Institute of Police Technology & Management. Fee: \$350.
- 23-27. **Continued Case Studies in Accident Reconstruction.** Presented by the Traffic Institute. Fee: \$400.
- 23-27. **Electronic Spreadsheets for the Police Budget Officer.** Presented by the Institute of Police Technology & Management. Fee: \$575.
- 23-27. **Crisis Intervention.** Presented by the Florida Institute for Law Enforcement. Fee: \$200.
- 23-April 3. **Advanced Tactical Survival.** Presented by the Institute of Police Technology & Management. Fee: \$495.
- 24-25. **Intelligence Analysis for Investigators.** Presented by the Criminal Justice Center, John Jay College of Criminal Justice. Fee: \$150.
- 24-27. **Managing the Search/Rescue Function.** Presented by the Criminal Justice Center Police Academy, Sam Houston State University. To be held in Huntsville, Tex. Fee: \$295.
- 25-27. **Street Survival II.** Presented by Calibre Press. To be held in Boston. Fee: \$110 (all three days); \$75 (first two days only); \$50 (third day only).
- 26-27. **Auto Pursuit.** Presented by the Police Foundation's Police Liability Assistance Network. To be held in Los Angeles. Fee: \$300.
- 27-29. **Workshop for Recently Appointed Chiefs: Part II.** Presented by the Interna-

tional Association of Chiefs of Police. To be held in Orlando, Fla.

30-31. **Contemporary Terrorism.** Presented by Richard W. Kobetz & Associates Ltd. To be held in Las Vegas. Fee: \$350.

30-April 3. **Advanced Alarms & Electronic Security.** Presented by the National Crime Prevention Institute. Fee: \$325.

30-April 3. **Interview & Interrogation.** Presented by the Institute of Police Technology & Management. Fee: \$350.

30-April 3. **Child Pornography Investigation.** Presented by the Florida Institute for Law Enforcement. Fee: \$200.

## APRIL

1-2. **Hostage Negotiations.** Presented by Richard W. Kobetz & Associates Ltd. To be held in Las Vegas. Fee: \$350.

1-2. **High Risk Incident Management.** Presented by the Traffic Institute. To be held in Evanston, Ill. Fee: \$225.

6-7. **Managing Association Operations and Finance.** Presented by the International Association of Chiefs of Police. To be held in Denver.

6-8. **Media Interview and the Law Enforcement Executive.** Presented by the International Association of Chiefs of Police. To be held in Washington, D.C.

6-8. **Special Weapons and Tactics.** Presented by the International Association of Chiefs of Police. To be held in Washington, D.C.

6-8. **Developing First Line Supervisory Skills.** Presented by the International Association of Chiefs of Police. To be held in San Diego.

6-10. **Administering a DWI Program.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$325.

6-10. **Advanced Locks and Locking Systems.** Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$325.

6-10. **Drug Unit Commanders' Seminar.** Presented by the Institute of Police Technology & Management. Fee: \$350.

6-10. **Law Enforcement Fitness/Instructor Certification.** Presented by the Traffic Institute. Fee: \$400.

6-10. **Managing Investigative Resources.** Presented by the Florida Department of

Law Enforcement, Organized Crime Institute. To be held in Tallahassee, Fla. Fee: \$300 (Florida residents); \$375 (out-of-state residents).

6-17. **Supervision of Police Personnel.** Presented by the Traffic Institute. Fee: \$550.

7-9. **Street Survival II.** Presented by Calibre Press. To be held in Lakewood, Colo. Fee: \$110 (all three days); \$75 (first two days only); \$50 (third day only).

7-10. **Police Internal Affairs.** Presented by the Institute of Police Technology & Management. Fee: \$325.

7-10. **Special Problems in Traffic Accident Reconstruction.** Presented by the Institute of Police Technology & Management. Fee: \$295.

13-14. **Strategies for Defense of Police Use-of-Force Liability Suits.** Presented by the Institute of Police Technology & Management. Fee: \$250.

13-15. **Managing the Internal Affairs Function.** Presented by the International Association of Chiefs of Police. To be held in Chicago.

13-15. **Tire Forensics for the Accident Investigator.** Presented by the Institute of Police Technology & Management. Fee: \$295.

13-16. **Comprehensive Police Fleet Management.** Presented by the Institute of Police Technology & Management. To be held in Seattle. Fee: \$375.

13-17. **Photography in Traffic Accident Investigation.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$350.

13-24. **At-Scene Traffic Accident/Traffic Homicide Investigation.** Presented by the Institute of Police Technology & Management. Fee: \$475.

14-15. **Managing FTO Programs.** Presented by the Traffic Institute. Fee: \$225.

## Curbing violence by teenagers

Continued from Page 7

curriculum were provided by the Robert Wood Johnson Foundation and the Florence V. Burden Foundation. The National Institute of Justice will help pay for national field tests, and the Boston Foundation has awarded a grant so that the course can be adapted for use outside the schools by social workers, the clergy and community leaders.

Thus far the violence-prevention course hasn't drawn the attention of the U.S. Department of Education, but Dr. Prothrow-Stith said that regional and local school authorities and educational associations have shown considerable interest. Well they might, because in some cities the schools are almost as dangerous as the streets and have to be patrolled in similar fashion. The course should also be of interest to police administrators who must cope with the consequences of teenage violence. If teenagers can be induced to feel that violence should be the last resort rather than the first, our schools and streets will be much pleasanter places.

*Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He invites correspondence to his office at 651 Colonial Blvd., Washington Twp., Westwood P.O., NJ 07675.*

## Directory of Training Sources

- ANACAPA Sciences Inc., Law Enforcement Programs, Drawer Q, Santa Barbara, CA 93102
- Broward County Criminal Justice Institute, Broward Community College, 3501 S.W. Davie Road, Ft. Lauderdale, FL 33314. (305) 475-6790.
- Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062
- Center for Criminal Justice, Case Western Reserve University, Cleveland, OH 44106. (216) 368-3308.
- Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. (212) 247-1600
- Criminal Justice & Public Safety Training Center, 3055 Brighton-Henrietta Town Line Road, Rochester, NY 14623-2790. (716) 427-7710.
- Criminal Justice Training and Education Center, Attn: Ms. Jeanne L. Klein, 2025 Arlington Avenue, Toledo, OH 43609. (419) 382-5665.
- DanCor Ltd., 1941-B Friendship Drive, El Cajon, CA 92020. (619) 448-4884.
- Delinquency Control Institute, Tyler Building, 3601 South Flower Street, Los Angeles, CA 90007.
- Eastern Kentucky University, Training Resource Center, 105 Stratton Building, Richmond, KY 40475. (606) 622-1155.
- Essex Institute of Public Service, 601 Broad Street, SE, Gainesville, GA 30501. (404) 535-8104.
- Florida Department of Law Enforcement, Organized Crime Institute, P.O. Box 1489, Tallahassee, FL 32302. (904) 488-1340.
- Florida Institute for Law Enforcement, St. Petersburg Junior College, P.O. Box 13489, St. Petersburg, FL 33733.
- Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216
- International Association of Chiefs of Police, 13 Firstfield Road, Gaithersburg, MD 20878. (301) 948-0922; (800) 638-4085
- International Association for Hospital Security, P.O. Box 637, Lombard, IL 60148. (312) 953-0990.
- Iowa Association of Women Police, c/o Det. Sgt. Mary Jo Lessmeier, University of Iowa Security Department, 131 S. Capitol Street, Iowa City, IA 52242. (319) 335-5022.
- Kent State Police Training Academy, Stockdale Safety Building, Kent, OH 44242. (216) 672-3070.
- Milwaukee Area Technical College, 1015 North Sixth Street, Milwaukee, Wis. 53203
- Narcotic Enforcement Officers Association, P.O. Box 999, Darien, CT 06820. (203) 655-2906.
- National Alliance for Safe Schools, 501 North Interregional, Austin, TX 78702. (512) 396-8686.
- National College of Juvenile Justice, P.O. Box 8970, Reno, NV 89507. (702) 784-6012.
- National Crime Prevention Institute, School of Justice Administration, University of Louisville, Louisville, KY 40292
- National Intelligence Academy, Attn: David D. Barrett, 1300 Northwest 62nd Street, Ft. Lauderdale, FL 33309. Telephone: (305) 776-5500.
- National Police Institute, 405 Humphreys Building, Central Missouri State University, Warrensburg, MO 64093-5119.
- National Training Center of Polygraph Science, 200 West 57th Street, Suite 1400, New York, NY 10019. (212) 755-5241.
- New England Institute of Law Enforcement Management, Babson College, Drawer E, Babson Park, MA 02157
- Pennsylvania State University, S-159 Human Development Bldg., University Park, PA 16802
- Police Executive Development Institute (PDLEX), The Pennsylvania State University, S159 Human Development Building, University Park, PA 16802. (814) 863-0262.
- Police Foundation, Police Liability Assistance Network, Attn: Sheila Bodner, 1001 22nd Street N.W., Washington, D.C. 20037. (202) 833-1460.
- Police Management Association, 1001 22nd Street N.W., Suite 200, Washington, DC 20037. (202) 833-1460
- Police Training Programs Inc., P.O. Box 3532, Executive Park Tower, Albany, NY 12203. (518) 456-5121.
- Professional Police Services Inc., P.O. Box 10902, St. Paul, MN 55110. (612) 464-1080.
- John E. Reid & Associates, 250 South Wacker Drive, Suite 1100, Chicago, IL 60606. (312) 876-1600.
- Richard W. Kobetz and Associates, North Mountain Pines Training Center, Arcadia Manor, Route Two, Box 100, Berryville, VA 22611. (703) 955-1128. (24-hour desk).
- Sam Houston State University, Criminal Justice Center Police Academy, Box 2296, Huntsville, TX 77341
- Southern Conference on Corrections, Laurin A. Wollan Jr., Director, 157 Bellamy Building, Florida State University, Tallahassee, FL 32306. (904) 644-4050.
- Southern Michigan Law Enforcement Training Center, Jackson Community College, 2111 Emmons Road, Jackson, MI 49201. (517) 787-0800, ext. 165
- Southern Police Institute, Attn: Ms. Shirley Beck, University of Louisville, Louisville, KY 40292. (502) 588-6561.
- Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, TX 75080. (214) 690-2370
- Traffic Institute, 555 Clark Street, P.O. Box 1409, Evanston, IL 60204

# Law Enforcement News

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## Training doesn't stop at the academy classroom door:

Across the country, police departments are finding out that training for police recruits only begins during an intensive academy program. As a study by the National Institute of Justice points out, field training officer programs are the real ticket to turning out competent, fully qualified officers. Find out how four departments are riding the new wave in training, **on Page 1.**



### Also in this issue:

Police recruiting goes beyond mere jurisdictional boundaries.....	1	<b>New feature:</b> On The Line, a working profile of a rank-and-file cop .....	5
Microwave emissions from traffic radar may portend long-term health hazards.....	3	LEN interview: Chief Thomas Coogan of the Denver Police Department .....	9

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